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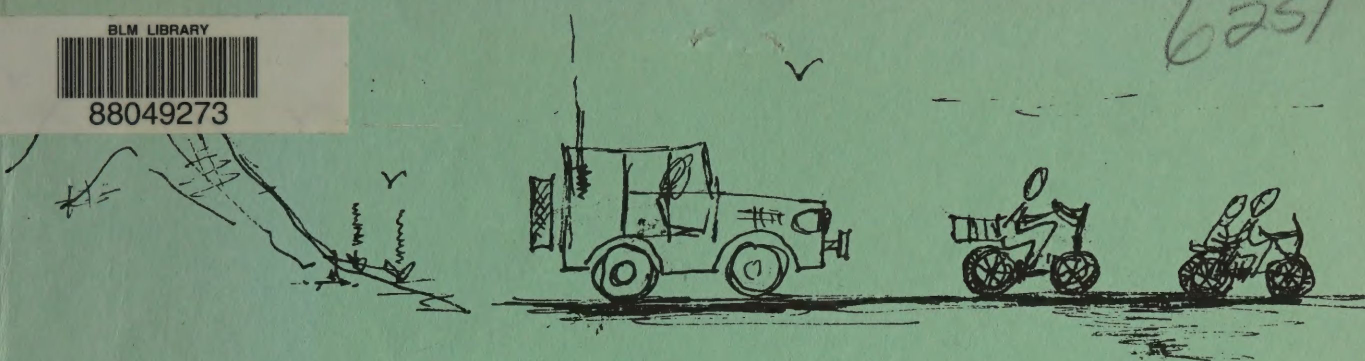

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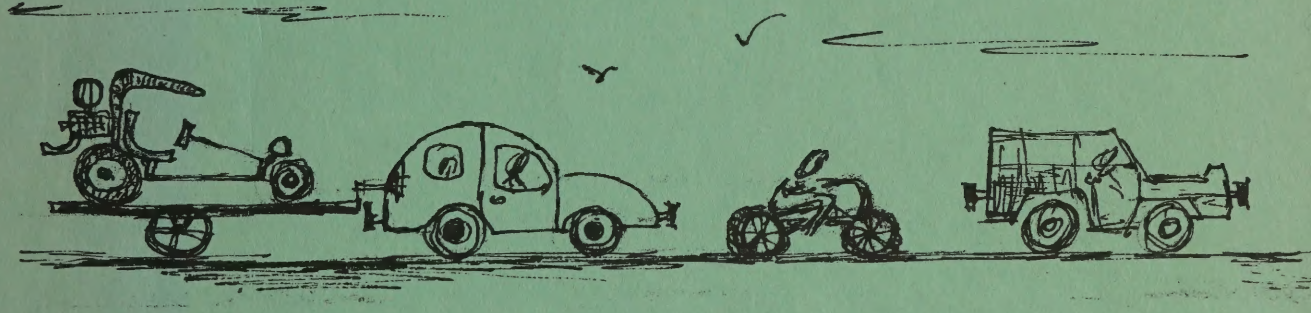

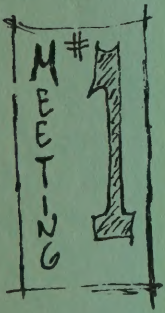

Minutes of the California
OFF-ROAD VEHICLE ADVISORY COUNCIL
bureau of land management
u.s. department of the interior

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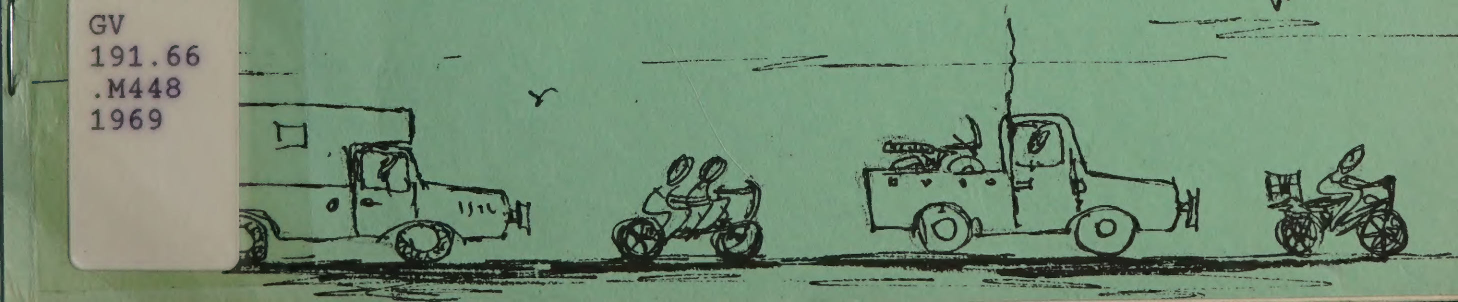

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OFF-ROAD VEHICLE ADVISORY COUNCIL

to the

BUREAU OF LAND MANAGEMENT

MEETING

June 3 & 4, 1969 - Sacramento

PROCEEDINGS

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Bureau of Land Management
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OFF-ROAD VEHICLE ADVISORY COUNCIL
Meeting - June 3 & 4, 1969 - Sacramento

AGENDA OUTLINE

Tuesday, June 3		
10:00 a.m.	Opening	Co-Chairman
	Welcome & Introductions	J. R. Penny, State Director
	Broad Objectives and Function of Council	
11:00 a.m.	Identification of Problems	
	BLM Presentation	W.G. Leavell, Chief, Div. RPM A.C. Tocher, Rec. Specialist
11:30 a.m.	LUNCH	
1:00 p.m.	Council Presentations	Each Council Member
	BREAK	
3:30 p.m.	Discussion	
Wednesday, June 4		
8:30 a.m.	Presentation of Regulations and Interim Implementation	D.G. Halsey, Protection Spec. Dist. Mgr. Wilson, Riverside Dist. Mgr. Springer, Bakersfield Dist. Mgr. Lanz, Ukiah Dist. Mgr. Thompson, Redding Dist. Mgr. Morgan, Susanville Dist. Mgr. Vail, Folsom
10:00 a.m.	BREAK	
10:30 a.m.	Developing a Basic Approach to Solve Problems	
	Outlining and Developing Basic Problem Solving Methods	J.R. Penny, Co-Chairman Jesse Lowe, Chief, Program Dev. Dist. Mgr. Vail, Folsom
11:30 a.m.	LUNCH	
1:00 p.m.	Continuing	
	Discussion	
2:00 p.m.	Council Administration	
	Organization & Operation of Council	J.R. Penny, Co-Chairman
	Next Meeting & Agenda	
3:00 p.m.	Adjourn	

OFF-ROAD VEHICLE ADVISORY COUNCIL

MEMBER	REPRESENTATION	ADDRESS
Thomas P. Bates	Dune Buggy Group	Parkhurst Publishing Co. 745 W. Third Street Long Beach, Calif. 90812
Lawrence Cloyd	Calif. Dept. of Fish and Game	1416 Ninth Street Sacramento, Calif. 95814
Beula Edmiston	Desert Protective Council	5502 Markland Drive Los Angeles, Calif. 90022
Jack L. Edwards	Calif. Assn. of 4 Wheel Drive Clubs	4005 Pioneer Drive Bakersfield, Calif. 93306
Howard Harris	Calif. Farm Bureau	7800 Cienega Road Hollister, Calif. 95023
E. B. Holden, Jr.	Sierra Club	3509 E. Ocean Blvd., Apt. 7 Long Beach, Calif. 90803
E. Lamar Johnston	Calif. Cattleman's Assn.	Box 263 New Cuyama, Calif. 93254
Dan Kelsay	Enforcement agencies	P.O. Box 858 Modesto, Calif. 95353
Alfred H. Kramm	Calif. Outdoor Recreation League	5190 East 28th Street Long Beach, California 90815
H. F. McMurphy	North Bay Trail Riders	129 Alameda Street Vallejo, Calif. 94590
J. R. Penny	Bureau of Land Management	2800 Cottage Way, Rm.E-2820 Sacramento, Calif. 95825
Al Schiavon	Calif. Wildlife Federation	3936 E. Turner Avenue Fresno, Calif. 93702
Ron Sloan	American Motorcycle Assn.	4725 Burgandy Road Woodland Hills, Calif. 91364
George S. Strauch	California Federation of Mineralogical Societies	20269 Yeandle Avenue Castro Valley, Calif. 94546
Ray Talbot	California Woolgrowers Association	1232 Talbot Street Los Banos, Calif. 93635

ATTENDANCE

Off-Road Vehicle Advisory Council:

Thomas P. Bates
Lawrence Cloyd
Beula Edmiston
Jack L. Edwards
Howard Harris
E. B. Holden, Jr.
E. Lamar Johnston
Dan Kelsay
Alfred H. Kramm
H. F. McMurphy
J. R. Penny
Al Schiavon
Ron Sloan
George S. Strauch
Ray Talbot

Bureau of Land Management:

State Office

J. R. Penny
E. J. Petersen
James B. Ruch
Robert McCarthy
Jesse R. Lowe
Larry Ouellette
William G. Leavell
Craig Tocher
Donald G. Halsey
Richard Gormley
Ed Smith

Service Center

Robert Saunders, Denver

District Offices

Robert J. Springer, Bakersfield
Rex Morgan, Susanville
Richard L. Thompson, Redding
Delmar Vail, Folsom
John F. Lanz, Ukiah
Jack F. Wilson, Riverside
William Flint, Riverside

Guests

Kendall Clarke, Regional Solicitor's Office
Mrs. Jack L. Edwards

OFF-ROAD VEHICLE ADVISORY COUNCIL

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OFF-ROAD VEHICLE ADVISORY COUNCIL

to the

BUREAU OF LAND MANAGEMENT

1st MEETING

June 3 and 4, 1969

Sacramento, California

PROCEEDINGS

Tuesday, June 3, 1969

WELCOME - INTRODUCTIONS

J. R. PENNY
State Director & Co-Chairman

I certainly want to welcome you here this morning. We appreciate your taking time from busy schedules to assist us in establishing procedures for off-road vehicle use. I know we are asking a lot of you, but we feel this Off-Road Vehicle Use is just that important to all of us. We were suddenly faced with this increasing new use of public lands; a use which wasn't considered in the time our laws were developed, the regulations established and our organization formed, we just were not set to cope with it, and so, just a year ago we began a preliminary study to determine the amount of off-road use occurring in California, and the effect of this use on the land resources and on other users. The study resulted in some basic data which we will discuss later. It is significant, though, that the first recommendation made from this initial effort was that off-road vehicle use be recognized as a legitimate and proper use of the public lands where such use can take place without conflicting with safety, protection of soil and vegetation and with other legitimate users.

Just 6 months after we completed our study, the Secretary of the Interior issued the first public land recreation regulations, on January 18, which formally recognized off-road vehicle use, and provided for management of this use. Today, we begin to consider all aspects of providing for this use on the public lands. But, first, let us get better acquainted with each other.

This Off-Road Vehicle Advisory Council is made up of the following members:

THOMAS P. BATES - He is currently Editor of Dune Buggies Magazine. He is or has been Associate Editor, Kart Magazine; Associate Editor, Car Craft Magazine; Associate Editor, Hot Rod Magazine; Engineering Specifications Technical Editor, Rocketdyne (a Division of North American Aviation, Inc.).

LAWRENCE CLOYD - He is presently Deputy Director of the California Department of Fish and Game. Prior to this appointment, he was Regional Manager of Region 5 in Los Angeles, Manager of Region 4 in Fresno, and Game Management Supervisor in Region 2, Sacramento. He has 38 years service with Department of Fish and Game.

BEULA EDMISTON - She is representing the Desert Protective Council. Has been with the Council since its beginning, some 15 years ago. She is a teacher by profession, however, is not currently teaching and is a full time conservationist. She received her education in California schools.

JACK EDWARDS - He represents the California Association of 4 Wheel Drive Clubs, Inc., is a member of this organization and also their Conservation Coordinator. He has been employed by Standard Oil Company of California for 25 years.

HOWARD W. HARRIS - He represents the California Farm Bureau. He operates a 3,500 acre cattle, recreation and walnut operation. A few of his activities have included: Chairman of San Benito County Public Lands Study Committee; Chairman member of U.S. Department of Agriculture County Committee on Stabilization and Conservation; Chairman member of County Farm Bureau Legislative, Schools, Taxation, Zoning, and Smog Committees; State Director of California Farm Bureau Federation and presently is State Delegate of this organization; Chairman of Board of Supervisors' Fact Finding Committee on California

Land Conservation Act of 1965 and Vice Chairman of their Advisory Commission. He was a member of President Eisenhower's White House Conference on Education. He holds membership in numerous scholastic honor societies.

E. B. (BILL) HOLDEN - He is representing the Sierra Club and has been a member since 1963. Has been Chairman of the Long Beach Group for 1967-68; Chairman Angeles Chapter Conservation Committee for 1969.He is a Senior Engineer/Scientist - Human Factors Engineering, Douglas Aircraft, in Long Beach, California.

LAMAR JOHNSTON - is a cattleman from New Cuyama and represents the California Cattlemen's Association. He is second Vice President of that organization. He is Chairman of the Farm Bureau Center at Cuyama Valley and is active in Santa Barbara County Associations.

DAN KELSAY - is Sheriff of Stanislaus County and representing law enforcement agencies on the Council. He has held this position since 1951. He was previously Chief of Police of Oakdale and Patterson. He has been in law enforcement work for 28 years. He attended schools in Oregon and California and the F.B.I. National Police Academy in Washington, D.C.

ALFRED H. KRAMM - He represents the California Outdoor Recreation League. He is a member of the Bellflower Gem and Mineral Society and has served in many capacities, including president. He organized a committee to delve into the Land Classification Program and authored a resolution which resulted in the formation of the Advisory Committee on the Recreational Use of Public Lands by the California Federation of Mineralogical Societies. He is also very active in the California Outdoor Recreation League, as well as professional and civic organizations. He is an Engineer by Profession.

HERBERT FULTON McMURPHY - Mac is presently President of the North Bay Trail Riders, Inc. and President of the California Trail Machine North Association. Has been an active motorcyclist for more than 40 years, and has spent most of his career in the logging and ranching activities.

A. V. (AL) SCHIAVON - He is presently President of the California Wildlife Federation. A few of his activities have included: Chairman of the Hunter Safety Program and Chairman of the High Sierra Survey of Lakes and Streams; President of the Fresno County Sportsmen's Club; President of the Sportsmen's Council of Central California; Chairman of the Public Land Committee for the C.W.F.; Alternate delegate to National Wildlife Federation and recently appointed to a term on the Fresno County Parks and Recreation Commission.

RON SLOAN - Is representing the California Motorcycle Association on the Council. He has been involved with this group for the past 5 years and President of District 37 for the past 2 years. He is Assistant to the President of American-Hawaii Land Company.

GEORGE S. STRAUCH - He represents the California Federation of Mineralogical Societies. He is an active member of the Sierra Club and also a member of the Sierra Mineral & Gem Society of Tuolumne County, and Publicity and Public Relations Chairman for the California Federation of Mineralogical Societies. He is a professional photographer employed by the State of California.

RAY TALBOT - represents the California Woolgrowers Association. He operates a sheep ranch from Los Banos and runs livestock in the Panoche area, of which you will hear more later.

I would also like to introduce our BLM staff who will be working with us, including our District Managers who are directly responsible for public land management in their respective districts.

Assistant State Director - E. J. Petersen
Assistant to the State Director - Jim Ruch
Chief, Lands & Minerals - Bob McCarthy

The Program Development Staff
Jesse Lowe - Chief
Larry Ouellette - Planner
Diana Martin - Secretary

The Division of Resource Program Management

Bill Leavell - Chief
Craig Tocher - Recreation Specialist
Don Halsey - Protection & Enforcement Specialist
Ed Smith - Wildlife Specialist
Dick Gormley - Trespass Specialist
Claudette Wilson - Secretary

The District Staff

Bakersfield - Bob Springer, District Manager
Susanville - Rex Morgan, District Manager
Redding - Dick Thompson, District Manager
Folsom - Del Vail, District Manager
Ukiah - John Lanz, District Manager
Riverside - Jack Wilson, District Manager
Bill Flint, Education & Information Officer

The Division of Resource Program Management, under Mr. Leavell, will be the State staff responsible to me for carrying out the Bureau's Off-Road Vehicle Use Program. You will be working closely with Bill and the staff members assigned to assist the Council; Craig Tocher, Don Halsey, and Mrs. Wilson. Also, we have Mrs. Edwards with us as a visitor and Ken Clarke. Ken is from our Department of Interior Solicitor's Staff and gives us council on legislation, regulations, and legal matters. He will be working with us.

Broad Objectives and Function of the Council

It has been the practice in the Bureau for the Chief Administrative Officer to serve as ex-officio committee co-chairman. I will chair this session through the general portion of this meeting. Tomorrow in organizing the Council, we ask that you elect a co-chairman and vice-chairman to conduct future meetings.

We have been keenly aware of the increasing recreation pressures on the public lands in the California Desert, and have completed the first phase of the California Desert Study which is basically concerned with the recreation values of these lands. Of course, one of the major recreation uses now occurring is that of Off-Road Vehicle use.

When we presented the California Desert Study to the California State Advisory Board to the Bureau in early March, a number of representatives of user groups were also present, expressing their concern and interest for recreation use of the desert, especially since new regulations on recreation were now available. The Advisory Board recommended that a Citizen's Advisory Council be formed representing the broad user groups to advise on how best to implement these regulations on public domain lands throughout California in the interests of the public. This recommendation provided the basis for establishing the Council we have here today, which is directly concerned with the off-road vehicle use portion of these regulations.

The immediate objective of this Council could be stated as follows:

> "TO RECOMMEND PROCEDURES AND CONSIDERATIONS WHICH, WITHIN THE CONCEPT OF MULTIPLE USE, PROVIDE FOR THE REASONABLE NEEDS OF VARIOUS TYPES OF OFF-ROAD VEHICLE USE ON PUBLIC LAND, IN SUCH MANNER AS TO MAINTAIN A STABLE LAND RESOURCE, AND MINIMIZE CONFLICT WITH OTHER LEGITIMATE USERS."

Of course, such broad statements raise immediate questions like "what are reasonable needs?", or "to what extent can and should conflict be minimized, and with which other groups?" These are some of the areas of concern which I will look to you for advice.

We want to consider all aspects, look to all possibilities, and overlook nothing. My hope is that from your advice and recommendations can come procedures for obtaining a complete inventory of use, both present and potential; an inventory of not only what is known about this use, but of what is not yet known, and must be gained by studies, or research, and the methods for obtaining this data. In the planning stage, goals and specific objectives must be developed, and criteria or considerations recommended which can guide management decisions, in designating areas of use, in defining areas of little or no restriction, or of closing areas, where damage, or conflict requires.

Such things as construction or development for special events, rallies, and trails, need be considered, including whether concessionaires might be feasible. In developing and implementing the plan, deliberation is needed on how best to obtain public education, program funding, cooperative efforts, public review and participation, needed legislation, or ordinances, and the very important - element of enforcement. Finally, when the procedures are tried, we want your help in evaluating the results.

We think of the Council being involved in procedures covering large regional differences and therefore should focus on the broad aspects of off-road vehicle use. Specific incidents or local situations should be handled at the district level, perhaps with local councils.

In summary, we feel that you represent the many user groups in your recommendations, and this provides for an exchange of information which will result in better communication and understanding, better plans, and better results. The Council's efforts are directed toward the users of the off-road vehicle use occurring, or planned; the effect on other user groups, and to advise on the best manner of inventorying, planning and implementing management plans for this use.

This meeting we want to become acquainted with the interests of the groups you represent, and with the problem BLM presently faces. We will now proceed with some general information on the present situation.

BLM GENERAL PRESENTATION

by

WILLIAM G. LEAVELL
Chief, Division of Resource Program Management

&

A. CRAIG TOCHER
Recreation Specialist

This will be a very general presentation of the overall situation in California relating off-road vehicle use to other uses of the public lands. Later, the District Managers are going to present the regional situation in their individual districts.

In the packets handed to you, we have placed two reports which we will be talking about in this general BLM presentation. One is a brochure, The Motorcycle on Public Lands in California which was prepared about a year ago to discuss the problems of increasing use and bringing this to the attention of the public. The second is a report prepared in August, 1968, which pulled together the data we had been able to collect at that time and the initial thoughts we had on the off-road vehicle use of public lands in California. This report indicated some initial findings, and proposed some recommendations for solutions under the procedures we had available then. Since that time, of course, we have had the recreation regulations provided to us and this information is just to give you some background and information we had obtained previously. In addition, we will also be referring to the California Desert Study report. Many of you have seen this and we will provide you with a copy if you desire.

SLIDE

This is public domain land in California. It belongs to the American people -- to use and enjoy -- or damage and destroy. This land has been placed by the people under the responsibility of the

SLIDE

Bureau of Land Management. These national resource lands are attracting more and more recreation use every year. It is quite possible that by the year 2000 the 16 million acres of public domain land in California will furnish 10 times the amount of recreation use they now receive. This total -- over 75 million visitor days -- is nearly as much use as that at all National Parks in the United States today.

SLIDE

This can happen -- if the Bureau of Land Management will meet the challenge of responsible management to provide for this use and protect the resources upon which it depends.

SLIDE

The Bureau of Land Management is responsible for many uses and many resources. The rare minerals that make possible color television transmission from the moon are mined from public lands in the California desert,

SLIDE

and the beautiful vegetation, that so delights the visitor to the public lands is but one part of our national resource that provides lumber for our homes and may very well have nourished the steak you had for dinner last night.

SLIDE

Natural beauty is, perhaps subjective. Certainly much of its beauty lies in variety. And the opportunity for variety may well be the greatest treasure offered to our people by the public lands.

SLIDE

The variety of beauty in rocks and blue skies and cactus. The variety of uses that may be made of open land from flower collecting to motorcycle riding. And the variety of resources which furnish us with the countless goods and services that combine to make up our standard of existence.

SLIDE

This wealth in variety has been recognized in the concept of multiple use. How else could we look upon this fascinating geological formation through the eyes of the miner, the rockhound, the four-wheeler, and the photographer, and say together -- with pride -- this, too, is my country.

SLIDE

But, multiple use is easier to say than to do. Not too many years ago, these rock formations were part of an inhospitable land that was feared and mistrusted. A place to pass through on the way west to tame the land.

SLIDE

Today the rocks are a playground that furnish millions of Americans a place to escape from "too much city and too many people."

SLIDE

And the Joshua trees of the California desert -- the finest in the world are found on your public domain -- symbolize an open land that means more and more to people who depend upon, but do not want to be spiritually and physically bound by the technocracy that they have created. But did you know that Joshua trees make excellent surgical splints? And that they have been harvested -- and occasionally "stolen" for just that purpose?

SLIDE

But today and tomorrow we must narrow our vision somewhat and talk about one aspect of multiple use -- perhaps the most difficult to define and certainly to manage -- Open Space. The public domain lands of California offer so much open space that unfortunately they are sometimes considered unlimited

SLIDE

but what piece of this "open space" would you consider expendable? There is so much land and so many people. Tomorrow there will be more people - but no more land.

SLIDE

And every place on the public domain is unique. In California it ranges from the desert to the coastal mountains overlooking the Pacific where hikers can see for miles from the top of rugged Kings peak

SLIDE

while the beachcombers below can play in the tide pools at their leisure fishing, skin diving, or just enjoying the interplay of surf and shore. The fact is -- the public lands have so much to offer that it is hard to describe them without skipping something.

SLIDE

From the Mother Lode country stretching nearly 200 miles along the foothills of the Sierra Nevada to the

SLIDE

Alabama Hills of the Owens Valley where last week the Bureau of Land Management dedicated a special 30,000 acre Recreation Lands area -- and 4,000 people were on hand to witness the event. So we think of these as "our"lands. But we must remember

SLIDE

we are not the first. Nor will we be the last. We are only temporary dwellers on what "bucky" Fuller calls "This spaceship Earth." We do not know what the people who so painstakingly carved these designs upon the rocks were trying to say. A thousand years from now what will our marks upon the land mean to those who come after us?

SLIDE

This was once an indispensable guide to navigation on the Pacific coast -- the old lighthouse at Punta Gorda on public domain land below Eureka.

SLIDE

With modern science, it is no longer needed. Vandals prey upon these unprotected relics. And who will care, a thousand years from now? But the lands themselves, what of them? The forests of Lebanon once grew cedars mighter than the firs of our north coasts. But the ships that were built from them have long since sunk, while the lands that grew them, stripped bare, have washed into the sea and grow trees no more.

It is a challenge -- the management of land. Not because land is difficult to manage, but the people who use and depend upon the lands are! Ultimately it is the people who will choose what will happen to their lands. That, in fact, is why you are here.

We must take a look at these public domain lands and at the ever increasing numbers of people who are turning to these lands each year. The problem has grown to critical proportions here in California because the people are here. Population pressures are relatively new to the west and to BLM.

SLIDE

Here in the west, the BLM manages about 60% of all federal public land -- as indicated by the pink shading --

SLIDE

including some 16 million acres in California as indicated by the faint yellow shading on the state map on your left. These are managed by 6 district offices -- separated by the black boundary lines you see on the map. You will hear more about each district a little later today. The public domain land is used for forestry, grazing, watersheds, wildlife habitat, minerals, community development programs -- and of course -- recreation. But it doesn't take long to learn that practically every public land user believes his particular use best represents "the public interest".

So, one of BLM's major efforts is to see that each user is considered when management decisions are made regarding public lands. Again that is why you are here today.

SLIDE

Because of the growing use of the public lands for off-road vehicles.

It was the pressure exerted on public lands by this use, particularly cycle use, that convinced BLM it was time to take a look at what was happening.

SLIDE

In early 1968 BLM published a brochure on "Motorcycles and the Public Land in California".

SLIDE

It made the following points:

> Motorcycle riding is an extremely popular sport, with desert motorcycling alone involving over a quarter million visitor days each year.
>
> There is conflict -- between different kinds of user groups, between the land and the machines, between public land riders and adjoining private land owners.
>
> But mostly, BLM did not have adequate knowledge about the extent of motorcycling in order to resolve problems of management.

At the same time, BLM began a study to gain knowledge concerning off-road vehicular use of BLM lands -- effects on soil, vegetation and water, and on other uses.

SLIDE

Data on vehicle use areas was plotted on a map of the state which gave us a chance to spot areas of concentrated use.

SLIDE

Information on each use area was tabulated on one sheet for comparative purposes.

SLIDE

Our field investigations revealed that the public lands are carrying many kinds of off-road use from 4-wheel drive vehicles to dune buggies ---

SLIDE

to cycles of all types - like this tote gote.

SLIDE

We found the use of the public lands varies from single family vehicle participation to

SLIDE

group events where from 100 to 1500 participants and spectators are common.

SLIDE

A few vehicle use areas were studied closely and data gathered in specific areas gave us information on the effects of vehicle use on those particular soils and watersheds

SLIDE

and some idea of what was actually happening to the vegetation in those areas.

SLIDE

During the preparation of this report

SLIDE

which compiled the facts on vehicle use that were actually observed during field investigations, we also gathered news articles

SLIDE

and photographs

SLIDE

pertaining to vehicle use. This report was prepared to alert our Director in Washington to this growing activity. One of the recommendations in this report stated that "BLM should continue to seek the fullest possible public participation in matters affecting this use and other uses of the public domain lands".

In 1968 we also began gathering field information for a study of the recreation use of the desert public domain lands in southern California.

SLIDE

This study was conducted in cooperation with the Western Regional Office of the National Park Service. We found that people were using the desert in far greater numbers than we had expected.

SLIDE

Nearly 5 million visitor days in 1968. Our field investigators found that desert recreationists not only go to the public lands for scenery and leisure time activities

SLIDE

but also to breathe fresh air

SLIDE

and ride their off-road vehicles

SLIDE

throughout the desert.

SLIDE

Why do off-road vehicle drivers like the public lands? Good access is one reason. Access to the public lands in the California Desert is generally by rough vehicle trails,

SLIDE

or semi-improved graded roads

SLIDE

making the use of off-road vehicles not only desirable, but in many instances, mandatory. We found the public in their 4-wheel drive rigs all by themselves in out-of-the-way spots,

SLIDE

and also congregating on the sand dune areas.

SLIDE

One of the problems that our investigation turned up was the lack of adequate facilities for visitor use.

SLIDE

Trash has been

SLIDE

left to accumulate through the years and desert manners

SLIDE

leave something to be desired. We discovered that tracks made by military maneuvers

SLIDE

in training exercises during the 2nd world war are still evident -- over 25 years later. We also saw recent "trails"

SLIDE

--the result of 4-wheel drive vehicles, dune buggies - and various size cycles. However, in some areas the physical evidence

SLIDE

of off-road use disappears with a windstorm.

SLIDE

In some areas of concentrated use, the public lands abound with many hazards to the off-road vehicle user -- from abandoned mine shafts

SLIDE

to dangerous obstacles and rugged terrain.

SLIDE

The culmination of our Desert Recreation Study was the publication in November of last year of

SLIDE

"The California Desert". With the publication of our motorcycle brochure and the California Desert Study and with the issuance in the Federal Register in January of this year of rules and regulations pertaining to recreation use of public lands, a tremendous upsurge of interest has developed. Many people who had never heard of the BLM and are unaware of the extent of their public lands in California have come forward to comment on our publications and on other articles in newspapers and magazines. The reactions are as varied as the articles -- such as this one in "Cycle News"

SLIDE

and the one appearing in "Cry California",

SLIDE

each, in its own way, reporting to its readers.

SLIDE

These comments are important. They cannot be pushed aside or ignored, for they represent the concern and interest of many people who use and enjoy the public lands -- whether they knew or even cared what government agency was administering them.

SLIDE

And no matter which side of the fence they were on -- and there were some substantial differences of opinion -- we tried to answer them the same way.

SLIDE

We said that off-road vehicle use was like all the other uses that the people of this country wanted to make of their public lands, and we tried to stress the fact that the BLM considers off-road vehicle use a legitimate use of public land.

SLIDE

But we pointed out that uncontrolled use of any kind which was harmful to public lands and resources or which seriously conflicted with the rights of other public land users, should be managed in the overall public interest.

SLIDE

And, most importantly, we expressed our belief that "the public interest" can only be defined by the public, and explained that this advisory council was being formed to consider the problems that they were writing about.

SLIDE

So--here we are.

GENERAL DISCUSSION ON OFF-ROAD VEHICLE PROBLEMS

J. R. Penny: Continuing on with this matter of identifying problems of vehicles and the public lands, I call your attention to the off-road vehicle study you have in the packet. This is a report we developed for our Washington Office dealing with off-road vehicles in California.

The report and its recommendations covers everything we could think of at the time. It is pretty comprehensive and may save a lot of discussion you might all have. On the other hand it might raise some questions. Whether it contains things that you might agree with or things you don't agree with, we want you to have everything that we have, so that we are talking about some of the same sources of information. I think it is the most comprehensive report on off-road vehicles the Bureau has and although it was developed primarily as a result of our California Desert Study, it was extended to include the entire state. Although we have been doing quite a little bit of talking here in terms of the California desert study this should not be construed that we don't have the problems elsewhere. Later on you will notice in the agenda that we are asking the District Managers to each present the problem as they see it from their particular district standpoint.

Ron Sloan: Russ, I know we have District Managers here from all over the state. I'm sure they are concerned with the California desert and their relationship with it, however, I'm sure that the man in northern California will be less concerned with the California desert, other than as a conservationist, than the people who are most directly involved.

Howard Harris: We are talking about more than the desert.

J. R. Penny: We are talking about the whole state. We are looking at the state-wide situation.

Ron Sloan: Now are we, Russ? I thought we were on the California Desert Study.

Howard Harris: I thought we were talking about the whole state.

J. R. Penny: This was intended to be a total state council.

Ron Sloan: I was under the impression it was on the California Desert Study.

Howard Harris: I thought the desert study has been completed and report published.

Ron Sloan: No. the State Advisory Board made the resolution that a council would be formed to discuss the California Desert Study. Now I appreciate the fact that the total state should be involved, but I think we have a specific problem here. We are trying to pinpoint the problem - that is fine - but we should also pull the council into specific areas of concern.

J. R. Penny: My introductory statement said the council was set up to study the overall state problem of off-road vehicle use. When we made the off-road vehicle analysis, prompted by the Desert Study, we made it to cover the state as a whole. The problem is just as great in some localized areas outside the California desert, in fact, Panoche is not in the desert, and yet it is one of the larger conflict areas we have. If you look at the map in the off-road vehicle report we sent to Washington you will see where we have made a broad inventory statewide as to the problems. This study is certainly incomplete but it does show the general situation.

Jack Edwards: I think the enclosure of the California Desert Challenge, to the April 24 letter, is what has thrown us off.

Bill Leavell: You are referring to the State Advisory Board minutes and the reason we sent them was they include the recommendation of the Advisory Board council that a committee be set up to advise the State Director on implementing the outdoor recreation regulations. The first objective was to consider the off-road use and, of course, what we did was to set up a council specifically for off-road use. We sent the minutes so you would be informed on Board's actions.

J. R. Penny: Although the BLM State Advisory Board meeting was set up primarily to discuss the California desert we also presented the newly adopted recreation regulations, because we thought our State board should be informed concerning recent events that would affect our management of public lands. However, if members of this board have some feeling that they do not want to serve on a state-wide board --

Ron Sloan: No. It is just a matter of tying down the problems.

J. R. Penny: I appreciate your calling attention to this.

BLM PRESENTATION

by

DISTRICT MANAGERS

J. R. Penny: The District Managers are going to talk about their off-road vehicle problems and about what they have done in implementing the Outdoor Recreation Regulations. The Bureau has not developed procedures, as of yet, to implement these regulations. For the present, we are just doing what we must to get by. We do not want to be pushed into a situation where we act hastily towards developing procedures and are sorry later. We are going slowly on purpose and need your counsel to help us make wiser decisions. Lets start with Jack Wilson, Riverside District Manager. His district includes a good part of the desert in Southern California.

Jack Wilson, District Manager, Riverside

Thank you, Russ. I think it might be well if I spend just a moment with you to talk about the magnificent desert. Some of you know it far better than I do. Some, perhaps, don't know it at all.

The Riverside District embraces an area in gross acreage of just slightly under 24 million acres. To give you some idea of what I'm talking about in size, if you get into your car and start driving from Los Angeles, you can drive for 4 solid days on good oiled roads and never get out of the district. It takes 6 hours in an airplane cruising at 200 miles an hour to fly around the district. The district is divided into 3 very different areas. The coastal area with its mediterranean type vegetation, such as big live oaks and chamise, is not too untypical of a lot of California. Cross over the hill to the northwest and you are in the vast Mojave Desert. The Mojave in our country is called the high desert, high because it ranges from about 2 thousand feet and up in elevation. This is quite a different desert from what we call the low desert, or the lower Sonoran desert which ranges from 2 thousand feet down to 2 hundred feet below sea level. The high desert area is blessed with a tremendous range of vegetation, scenery, almost anything you want. Its vastly different vegetation ranges from white fir on Clark Mountain to cactus in the lower country. In the low desert area there are places completely void of vegetation, as well as some very interesting plants like the Ocotillo in the spring and the elephant tree. Roughly 10 percent of our district is in the coastal area, 60 percent in the Mojave area and 30 percent in the Sonoran and Colorado area.

The worst a person can do is to try to describe the desert because you usually end up feeling entirely inadequate. It is a tremendous, tremendous place.

Most people think the desert very harsh. It can be. The average annual rainfall in the Imperial Valley's Yuha Desert is something like 2 inches a year. During many years it receives no rain. Brawley has gone 18 months without precipitation. In contrast, rainfall on the high desert along the Nevada line in the Providence and New York Mountains is probably in excess of 10 inches. Here, we have a very beautiful range type desert. You could be dropped into this particular area in a helicopter blindfolded and swear you were in Utah, Nevada, Idaho, or even Wyoming. It is just that typical of the Inner Mountain Basin. Yet, you can drop over the hill in a matter of 2 miles and be in the Sonoran desert.

I did mention the size. The shear size of the desert is a problem. We talked in our desert study of setting apart some 19 different areas for primarily recreation type uses. This sounds like a tremendous amount of country - 19 different areas - 2 million acres. Two million acres out of 24 million acres isn't an awful lot of country, but it just takes an awful lot of time to get over it.

The problem with desert roads is not that they are good or bad but rather their number. Roads go everywhere - a tremendous system of roads. Some dead end. Some wind up in washes that you cannot cross. Knowing which roads to travel is more the secret than knowing that there is a road.

Today in the desert there are many active mining operations, people actually producing mineral materials, producing somewhere close to 200 million dollars a year. Minerals mined run all the way from Boron to gold to copper to rare earths, the latter important in the making of television tubes. A tremendous number of minerals are mined in the desert. Yet, geologically, with the new techniques, the desert has not been scratched. From what we know right today, this industry can be expanded to 3 hundred million dollars very simply. If proper consideration is given it could go far beyond that. The desert is a vast storehouse of minerals.

Also, in this same vast storehouse, we find the remnants of ancient man. How ancient no body knows. But we do know that in our work this winter we uncovered some 1,500 artifact sites. Somewhere in those sites or in others not yet discovered, someone is going to turn up artifacts which tie the Indians as we know them and pre-history together. Most of these sites contain surface artifacts which are easily destroyed.

In this same desert we have some of the most rare species of lizards, hummingbirds, and others. Some of these are very vital to man. For instance, the little hummingbird is native only to an area near the Salton Sea. His primary function in life is to fertilize one particular flower, and this particular flower has something to do with one of our very important heart medicines. He has a very specialized and very rare habitat. The Space people are most interested in a little lizard living in this same area, northwest of the Salton Sea, because of his capability to hibernate. If we are going to put men on Mars, we are going to have to know how to hibernate. His habitat of probably 30 square miles is very specialized. Up in the Santa Rosa Mountains we have probably 50 to 60 thousand acres of range most critical to the Nelson Big Horn Sheep. This little old bird is on the rare and endangered species list.

I have not even begun to touch on the many other desert values, such as historical and aesthetics. I think you can see within this desert framework of tremendous space, almost unlimited access, potentially moving economic situations, and critical vital rare things, that we have a real difficult problem of sorting out what should be done, where, when, and how. I would like to dwell on just a few of the problems as I see them that we run across in our country. To me one of the most key problems at the moment is the great lack of information. We don't know, for instance, the boundaries of this 30 square mile little hummingbird habitat. We don't know the real key motorcycle areas. We have some pretty general ideas where motorcyclists would like to go, but we don't really know what is really important to them. We have not accurately defined the key range areas. We have not pinned down accurately enough the areas where mineralogical indicators are sufficient to merit mining use. In almost any area you turn to we have a great dearth of knowledge documented, but it is not compiled in any one place. We don't really have specific knowledge in many cases, which we must have. This is one of the great problem areas that I see. Another one is, of course, within the area of communication. By this, I mean, how do we effectively communicate with one another. I think you saw a real good example of differing view points on the projector this morning where the motorcyclists claimed they were being crowded off the public land and where the conservationists were saying - damn well time. Two people face problems with entirely different view points and we are not communicating with any one of them. We can start communicating by concentrating on the young. Raise a generation that will respect the desert. This might take awhile, but I think we must start. This education aspect is a real important one. In order to educate, we first have to communicate. This will be the making or breaking of the program.

Another problem that we have is access. I'm sure that access is probably more critical in northern California than it is down south because we do have a tremendous block of public land. Even so, it is intersperced with a great deal of private land. How we deal, work, and cooperate with the private owners is going to depend a lot on how successful our access program is. We are well aware of the need to block up public land by exchange but we are also well aware that there are some tremendous problems in an exchange program. Exchange processes are very tedious, slow, and difficult. Blocking up will take a long time. We have areas that are getting limited use but would be extensively used if we dared open them up by furnishing access. We don't dare open them up because of the people hazard to the resource, wildfire, etc, until we have an opportunity to induce enough proper control management.

Now, as to what we have done about implementation of the present regulations. I think I would have to be the first to say, Russ said it for me easier than I am going to say it, we ain't done nothing. So far 3 motorcycle permits have been requested and 1 4-wheel drive rally permit. We have authorized these by letter because the present forms as prescribed by the regulations don't fit. Just a side comment on that point - most of these requests came about 3 days before the race. As far as we are concerned the permits didn't mean anything to us and it didn't mean anything to any of the folks that got them primarily because we didn't have an opportunity to look at the situation they imposed and they to take advantage of our knowledge. We know in one of the motorcycle rallies that a little planning could have dodged 3 wildlife guzzlers and 2 artifact sites. This happened because we didn't get to look. These are things that we have to consider and we have to have some lead time. So far we have not attempted to enforce the regulations because we don't feel we have the tools for this. Some of the things that Mr. Harris mentioned are real important, and I hope they will get in the records. They represent good sound on-the-ground thinking. About the only thing we have done on this same line is to form a small group of people to advise us in the areas up around Barstow, one of the major areas we have conceived might work out for a motorcycle situation. This is a large area, some 6 hundred thousand acres, embracing all kinds of terrain. We thought this would be an ideal place. Well, we got a few people to work. The first thing we found was that this was the most desirable wildflower area in the state. In the spring people flocked from Los Angeles to watch the wildflowers. This, I think, can be handled by a seasonal situation. Then I was taken out and shown areas where there were several real good petroglyphs and scenic areas. Right in the middle of the course we have some very key big game wild habitat, a species of quail primarily. So, no matter how simple the situation looks, it gets very difficult very rapidly. I think about the best thing I could hope for in the immediate future is that we can get our committees organized to get the advice from you folks and get your assistance in helping us form these committees. For instance if I start talking about the Barstow area I have a fairly ready group around Barstow that is very familiar with the problems of the area itself. However, I really do not have very good contact with the people who actually use that area. Nobody lives in the Chuckwalla area so who do you look to for advice in this area?

(No name): The Chuckwallas!

Jack Wilson: They would probably give us the best advice. This is the area that I hope, and I use the word advisedly, to use your help. We need your expertise. We need your knowledge and your knowledge of the people that have the knowledge.

J. R. Penny: I don't think there is any need for making any comments on these talks. I think they are pretty evident as to what their intent and meanings are. Lets just go along down the line. This is Dick Thompson from the Redding District.

Richard Thompson, District Manager, Redding

Up until a few weeks ago I thought I would be able to say that we don't have a problem with off highway vehicle use and promptly sit down. However, after checking into the matter in some detail I found definite signs of a need for advance planning and cooperation in order to head off the possibility of a problem developing at some future time.

We started our research by obtaining the number of licensed motorcycles in the district. I was surprised to find that we have about 8,000 that are licensed and it is estimated that there may be 10% more that are not licensed for highway use. The highest percentage of these (40%) are in Butte County. This may be due to the fact that Chico State College happens to be in Butte County.

While there are some 8 or 9 thousand bikes we found only eight organized motorcycle clubs comprising a total of 400 members. All are off-highway clubs except for one, the "North Valley Travelers" and it only has 30 members. Here again the bulk of the organized membership happens to be in Butte County. (About 60%).

After interviewing eight dealers scattered throughout the district we found identical trends in sales. The percent of increase in sales has been about 75 to 100 percent each year since 1966 regardless of locale. About 90 to 95 percent of the new motorcycles sold are dual purpose, i.e., trail bike with street options, lights, etc.

While the forementioned figures are not alarmingly high the trend indicates geometric increases that could become a problem in a very short time.

To my knowledge there has not been any significant motorcycle activity on public domain in the Redding District. This may be due to the fact that the public lands up my way are either too steep or too bushy. On the other hand the Forest Service has experienced a rather severe problem in the Backbone Ridge area overlooking Shasta Lake.

About 75 - 100 riders are on hand each week for trail rides and races. The Supervisor of the Shasta-Trinity Forest told me last week that regulatory measures will have to be taken because of the extensive damage to the site and soil. He was very much interested in this meeting and he is hopeful that this advisory council will come up with recommendations that will help to resolve his problem on Shasta Lake.

The Dune Buggy and 4 Wheel Drive Clubs are also gaining in popularity, but here again most of this activity has been on Forest Service land and more specifically in the high country. Damage sustained by this use has been mostly in mountain meadow areas and on jeep trails that are still too soft and wet.

You might be interested to know that Butte County will be having a meeting tomorrow evening for the purpose of selecting a committee to formulate and implement trail plans.

One major objective of this advisory group will be to study the need for modification of the riding and hiking trails law to extend to use by motorized vehicles.

The committee to be selected will be structured much as this one is. There will be 12 to 16 members representing various agencies, organizations and interest groups.

In summary the Redding District has not experienced any real problem to date. However, even though off-highway vehicle use is in its embryonic state I feel the time to start planning is now. That is why I am happy to be here. The experiences and recommendations of this group will help us to resolve potential conflicts and problems before they occur.

J. R. Penny: The northern districts are much different from the southern districts because the land pattern is scattered and, to some extent, public land is isolated. Access is one of the big problems we have. We are being pressured continuously to get access. Hunter groups want access. The mineral people want access. A lot of people want access because of different reasons. Because of this demand, we have an access specialist in our office. We find that with new access comes new problems such as what kind of controls will we need on the land to protect and manage the resources.

Jack Wilson mentioned earlier that in the Riverside district there are desert areas needing roads. We were going to put in a road this year out in the Trona Pinnacles but we stopped. To put the road in would indirectly cause the destruction of the resource because we didn't have what it took to manage it. That was a pretty hard decision for me to make. We are asking for lots of problems when we build roads, trails, guzzlers and other improvements beyond our management and control capability. These are problems facing our district managers.

Next is Bob Springer, the District Manager from Bakersfield District. His district also takes in some of the desert Jack talked about.

Robert Springer, District Manager, Bakersfield

Seven study areas were set up of different types of use and topographic conditions. Use data was accumulated and photographs were taken so one can go back and repeat to see what is happening to the land. (Due to loss of a recreation position we have not been able to run transects this year).

We are putting all known races on maps to try and determine areas of concentration and how different clubs use each area.

We are contacting all clubs possible to try and get letters of intent to use an area on public lands. Known races to date are listed below. We have been giving letters of consent, and litter bags and requesting them to keep area clean and make every effort to keep resource damage at a minimum.

A. March 10, 1968 - Ridgecrest Hare scrambles.

B. March 24, 1968 - Mojave Hare scrambles.

C. March 24, 1968 - California City Hare scrambles.

D. March 31, 1968 - California Hare scrambles.

E. April 7, 1968 - Ricardo Cross Country - 125 miles.

F. April 7, 1968 - Lancaster Hare scrambles.

G. February 1968 - Cross Country Cinco.

H. February 4, 1968 - 7th annual Enduro by Gardena Club - 110 miles.

I. February 10, 1969 - Score - Dune Buggy Club scramble. start race south from Sage Canyon with 53 vehicles. (Reported much soil displacement by one observer).

J. May 11, 1969 - Red Dots M.C. - 26 mile Hare scramble, both large and small bikes - estimate 500 to 600 riders. One death occurred in this race.

K. May 4, 1969 - Sunland Shamrocks M.C. Cross country at Red Rock Canyon - no estimate of number - this was a two day meet.

L. April 27, 1969 - Score - Dune Buggy Club ran race in Bean Canyon.

M. May 30, 1969 - 23rd annual National Championship 500 mile motorcycle enduro - course runs from Pear Blossom to Ridgecrest. Estimate 300 to 400 starters. This race involves both Bakersfield and Riverside.

N. May 17 and 18, 1969 - Stump Jumpers Club of Burbank - in Bean Canyon.

O. May 30, 1969 - Memorial Day - Randsburg Roundup by 4-wheel drive groups.

P. July 4, 1969 - Request by Desert Turtles M.C. for race N.E. of California City.

The races that I have commented on probably represent about 1/3 of the actual meets.

In conjunction with a State Committee we are contacting people for a local committee. Contacted Sheriff Dodge of Kern County and he has offered two men - Loren Fote, Chief of Criminal Division, or Alvin Loustalot, Captain of Substation Divisions. We have talked with both and they are willing to serve.

Other possible committee members:

A. Bob Rieser - CDFG

B. Philip Rudnick - livestock cattle

C. Joe Etchnique - livestock sheep

D. Jack Edwards - 4-wheel drive

E. Chuck Henrie - trail bikes

F. Glen Beerline - conservation

G. Bob Barling - conservation

H. Bob Green - Book Editor for Peterson Publications - Hot Rod Motorcycle Sports Magazine.

I. Glen Smith - Tropico Mine owner

J. Milt Smith - Desert News

K. Kent Stacey - Assemblyman

L. Robert F. Stefan - Dept. of Water & Power employee and representative of Sunland Motorcycle Club

All of the races mentioned have been in the desert areas. Is easily accessible, sandy with just the right terrain to challenge riders.

In the Red Rock area we have the checkerboard land pattern which means one must trespass to use the public lands on alternate sections. This is one of our more critical areas because it has a high degree of value for wildlife and grazing. Also it receives as much people use as any area in the district. The use by the general public becomes heavier each day as more lands,generally private, are closed in the Lancaster-Palmdale areas, these closures push the people north and east onto the open desert areas.

Just what effect Red Rock State Park will have, we do not know, but we do know publicity of a State Park will bring more people.

The private landowner has threatened to close all the alternate private sections south and west of Red Rock. This has been alleviated some by having the groups involved set down with him and discuss the route in advance.

We hope to be able to set down and work out an allotment management plan for all uses on this area. It may well close the area to livestock for a certain period of time or to vehicular use off road for a certain period of time. At present there is no restrictions on either people or livestock for periods of time. One other factor not mentioned is the hundreds of thousands of people using the area each weekend as individuals and not as organized groups.

Now we have 2 other areas that I will mention rather quickly. We have the Avenal area which is south of Panoche, here it has come down to practically a gun fighting situation between the various organizations and as Russ mentioned it is a matter of access. We have every other section and how do they get on it. We have grazing lessees involved. It is a real mess. We have the Caliente area which is one of the cooperative land and wildlife areas. We did obtain access in it about a year ago - and by access I mean legal access - no legal road into it. We do hope in this area that we do have some sort of management plan before it is opened up because right now it is a real nice area and we hope to keep it that way. It has a high value for its wildlife, quail, chuckar, and a few deer.

Therefore, in summary, we have been gathering as much information as we can and making as many local contacts with the various clubs as possible. Where we go from here will depend a lot on what guidelines are set from now on. We do realize we are going to have to do a better job of communicating with the people using the public lands.

Dan Kelsay: Robert, I would like to know what guzzlers are? I always thought they were people who drank beer!

Lawrence Cloyd: A guzzler is a watering device for quail.

Alfred Kramm: I would like to ask a question. How often do these motorcycle events occur?

Robert Springer: During certain periods of the year it is every week, but it is a different club each time.

J. R. Penny: Bob has touched on another phase of our problem, and that is the matter of private lands. In large open areas, people confuse public lands with private lands. They think if it is not fenced it is public. We received a copy of a letter sent to the White House, by a very irate lady who told us that she and her family had for many years enjoyed being able to go out on public land in a family group to one of their favorite spots. A sheriff came along and told them to get off. We checked the ownership status and found it wasn't BLM land at all. It was private land. This is the education we are talking about in working with people.

Now, John Lanz, the District Manager from Ukiah. While John is coming up here, let me say that in case you didn't know Bob was referring to cooperative management areas; these are withdrawn areas managed in cooperation with the State Fish & Game Department. How many do we have in the state, Ed?

Ed Smith: 14.

J. R. Penny: 14 - involving how many acres?

Ed Smith: About 8 hundred thousand acres.

J. R. Penny: Many, many others have been proposed. This is not to indicate that these are the only areas that have high wildlife values because there are many others, but these were areas that have been designated as having such high wildlife values that it should be considered as one of the primary management objectives. So we consider those as cooperative management areas with Fish & Game.

John Lanz, District Manager, Ukiah

I am going to try a very dangerous thing and show some slides and see how many people I can put to sleep.

During the next few minutes I'd like to give you a brief picture of the vehicle use on the public domain lands in the Ukiah District as it exists today. Following that I'll make some predictions for the future.

In order to make good use of the time given to me, I've prepared a few slides to illustrate my topic.

To begin, let me outline the boundaries of the Ukiah District. It extends from the San Francisco Bay region on the south to the Oregon border on the north,and from the Pacific Ocean on the west, to the central valley on the east.

Within this boundary there are approximately ½ million acres of public domain land. And within or immediately adjacent to our boundaries there are about 6 million people.

What are some of the characteristics of the public domain lands in our district?

First, I'd say that it is universally steep, rugged country, covered with timber in the northern part of the district and covered with a very healthy stand of brush in the southern part. Most off highway vehicle use occurs in the southern part of the district.

Second, I'd like to stress the fragmented pattern in which these lands are found. We have only three areas in which the public lands are blocked up. These are Cow Mountain east of Ukiah, the Blue Ridge-Walker Ridge area north of Lake Berryessa, and King Range up in Humboldt County.

With these thoughts in mind, lets look at the off highway vehicle use on our public lands today.

In talking with Mac McMurphy I've learned something about the number of machines in northwestern California. He tells me that if we exclude the metropolitan areas of San Francisco and Sacramento on which we have little statistical data and consider only the cities of Vallejo, Napa, Santa Rosa, Petaluma, Ukiah and Eureka, we have in the neighborhood of 5,000 off highway vehicles. The majority of these 5,000 vehicles are motorcycles, but there are also a fair number of jeeps and some sand buggies.

I've also learned from Mac McMurphy that our public lands are getting more use from organized clubs than I realized.

He tells me that each year there are several organized events held in our district. Some events have less than 100 riders while others such as the enduro races sponsored by the Cow Belles or the Iron Horsemen have over 1,000 machines.

What do the motorcyclists find when they come to the Cow Mountain or Blue Ridge areas?

Well, they find that there is public access to these larger blocks of land, but most of the smaller tracts are still landlocked. Because of the brush and steep topography bike riding is limited to the firebreaks that we've built on top of the ridges. Usually these firebreaks are not connected to one another so they don't make good loop rides.

Incidentally, we have looked over these firebreaks to determine if bike riding is harmful by creating ruts which accelerate erosion. In many cases the answer is encouraging. Little, if any, erosion has resulted from moderate use.

However, we do have a few examples that are not so good. The erosion seen in these slides was caused by a 4-wheel vehicle which went straight up this firebreak causing deep ruts which severely eroded.

Perhaps even more damaging to public property is the increasing vandalism so prevalent today. Signs, garbage cans, water spigot, even water troughs and toilets riddled with bullet holes are commonly seen in these areas. However, vandalism is usually not caused by organized groups but rather by young people who have become very mobile through the motorcycle.

Motorcyclists find that we have provided few if any facilities for camping in the places where the meets are held. In this particular area where Mac and his group held a meet this spring there was one picnic table and one garbage can but no toilet. However, Mac has an exceptionally fine group of people that not only installed their own toilet but also left the area cleaner than they found it.

In these few minutes I hope I've given you a capsulated view of off highway vehicle use in the Ukiah district today, but what about the future?

As I see it, the future will only bring more people to the public lands. And what will this mean? It means:

1. That the boundaries of the public land must be identified if trespass on private land is to be avoided,

2. That sanitary facilities will have to be provided and regulations formulated in areas where meets are held in order to protect health,

3. That means must be developed through cooperation or regulation to prevent severe erosion,

4. That regulations must be formulated to minimize vandalism.

I'm sure time will prove my list woefully inadequate, but by working together as we are doing today we can conquer any problem that faces us. Thank you for your attention.

J. R. Penny: One of the positive things about the areas John was talking about, was that they are areas that he does have a line around and they are more easily controlled than many of the areas. I think, too, that it is pretty significant that a lot of uses by off-road vehicle people are good uses. That organized people can do a good job in controlling themselves. But of course it brings to our mind - what do we do about the unorganized users? How do we reach them? These are some of the things we are going to be talking about.

Tom Bates: I have a question for John. You say the Iron Horse and Cow Belles are going to have 1,000 to 1,500 in events this fall. Do you mean 1,000 to 1,500 people or vehicles?

John Lanz: Vehicles. Isn't that correct, Mac?

H.F. McMurphy: Yes, vehicles. The Cow Belles is the first enduro of the year. Last year it was 1,135 entries.

Rex Morgan, District Manager, Susanville

I am particularly lucky in the Susanville District in that I have 2 states to be concerned with. The biggest part of the Susanville District is in Nevada, and Nevada has a big potential for motorcycle and off-road vehicle activity.

The Susanville District is generally too rough and rocky for extensive use by the present type of motorbike or 4-wheel drive in common use. However, it is recognized that vehicles are being designed to travel all types of terrain. There is evidence of off-road vehicular use over most of the district but this has been generally connected with activities such as hunting, artifact studies and rock hounding rather than cycling contests. Cross-country traveling in the activities mentioned is considered too arduous and time consuming to draw many participants. The areas in the District most suitable for concentrated use of motorbikes and 4-wheel drives are limited to relatively small rock free areas composed of sandstone or decomposed granite.

Relative Intensive Inventory of Off-Road Use

Surprise Resource Area:	Calif. Cowhead, Lake Anne Area	40 acres
Pit River Resource Area:	Dorris Allotment	1,000 acres
Eagle Lake Resource Area:	Rice Canyon	160 acres
	McQueen Allotment	1,000 acres
	Sand Dunes	80 acres
	West Fort Sage	640 acres
		2,920

Motorbike and 4-Wheel Drive Census 1968 (Local Area of Influence)

County	Est. 4-Wheel Drives	Motorbikes
Lassen Co. (Calif.)	277	436
Modoc Co. (Calif.)	184	157
Washoe Co. (Nevada)	1,414	3,501
Total	1,875	4,094

4-Wheel Drive Clubs

Susanville, California	1 club, about 15 members
Westwood, California	1 club, number of members unknown
Alturas, California	Unknown
Reno, Nevada	Several clubs with large membership

Motorcycle Clubs

Susanville, California	1 club, about 35 members
Westwood, California	1 club, number of members unknown
Alturas, California	1 club, number of members unknown
Reno, Nevada	Several clubs, membership unknown

Present Impact of Off-Road Use on Lands and Resources

Field observations indicate that there is some damage to lands and resources, but not too significant. This is primarily due to the rocky nature of the soil, plus the fact that except for occasional heavy thunderstorms, precipitation runoff over the areas being used is gradual. Some damage to brush species has occurred but use has not been frequent enough as yet to kill the plants.

Effect on Other Uses or Users of Public Lands

Some hunters have objected to the use of motorbikes or 4-wheel drives for hunting, mainly because they disturb the game.

Values of Off-Road Driving Activity

Recreation:	The popularity of this sport is evidenced by the increase in the number of vehicles owned. Local motor vehicle registration records indicate a more rapid increase in 4-wheel drive vehicles than other types.
Economy:	The sport contributes substantially to the local economy. At a leading garage it is estimated that over 10% of all vehicles brought in for repair are 4-wheel drive. The cost of repairs is generally higher on these than other types.

Future Impact of Off-Road Vehicular Use

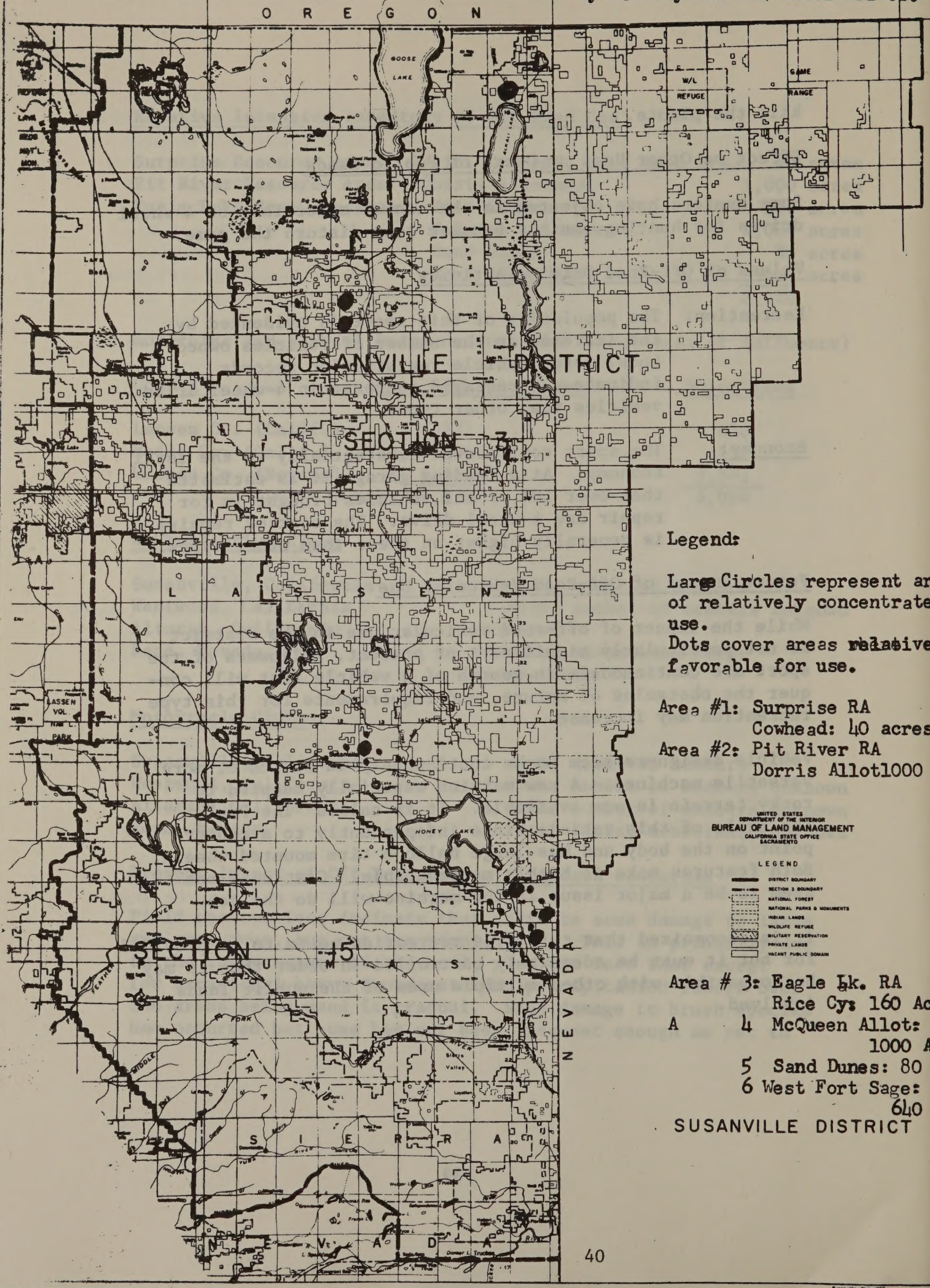
While the impact of off-road vehicular use in the District is not particularly significant at present, followers of the sport are continuously in search of a vehicle that will conquer the obstacles of nature, and requirements for this type recreation may increase.

Vehicle designers seem to be continuously in search of more versatile machines. A new machine especially adapted to rocky terrain is now available. It is called "The Pug". The axels of this vehicle hinge independently to a center point on the body and has large balloon tire mounted wheels. Both features make it highly maneuverable. Cost does not seem to be a major issue if the machine will do the job.

It is recognized that this type recreation needs to be provided for but it must be adequately controlled in order that it may be compatible with other multiple uses of the public lands involved.

Illustration # I

Off Road Use Susanville District Inventory of Concentrated Areas of Use by Motorcycles & ~~4 Wheel Drives.~~


O R E G O N
GOOSE LAKE
W/L REFUGE
GAME RANGE
M O D O C
SUSANVILLE DISTRICT
SECTION 3
L A S S E N
LASSEN VOL. NAT PARK
HONEY LAKE
B.O.D.
SECTION 5
P L U M A S
S I E R R A
N E V A D A
N E V A D A
UNITED STATES
DEPARTMENT OF THE INTERIOR
BUREAU OF LAND MANAGEMENT
CALIFORNIA STATE OFFICE
SACRAMENTO
LEGEND
DISTRICT BOUNDARY
SECTION 3 BOUNDARY
NATIONAL FOREST
NATIONAL PARKS & MONUMENTS
INDIAN LANDS
WILDLIFE REFUGE
MILITARY RESERVATION
PRIVATE LANDS
VACANT PUBLIC DOMAIN
SUSANVILLE DISTRICT

Legend:

Large Circles represent are
of relatively concentrated
use.
Dots cover areas ~~relatively~~
favorable for use.

Area #1: Surprise RA
Cowhead: 40 acres
Area #2: Pit River RA
Dorris Allot1000 a

Area # 3: Eagle Lk. RA
Rice Cy: 160 Ac.
A 4 McQueen Allot:
1000 Ac.
5 Sand Dunes: 80 Ac
6 West Fort Sage:
640 Ac

J. R. Penny: Thank you Rex. We go now to Del Vail, who will wind up the District Manager's presentations.

Delmar Vail, District Manager, Folsom

Off-road use is as varied as the groups that ride and as the areas where it takes place. It certainly is not routine. You can see by now that each of us District Managers has a different situation depending upon certain key factors that make up our District.

The Folsom District is spread over 26 counties in Central California. About 7 million people reside within the boundaries and easily double that amount are within 5 or 6 hours drive on modern California freeways.

A lot of these people have considerable leisure time and have the resources to buy or build expensive recreation equipment such as off-road vehicles. They need and desire to use the public lands for recreation purposes.

Generally, the public lands in the eastern part of the District lie in the lower foothills of the Sierra along the historic Mother Lode stretching from Nevada County in the north to western Fresno County on the south. The public land pattern is greatly fragmented as a result of patenting mining claims, homesteading and selling lands needed in private ownership. Off-road vehicle use is virtually non-existent on these forested or brush covered lands.

The major acreages and larger blocks of land lie to the west of the central valleys of California mostly in Monterey, San Benito and Western Fresno counties. These lands also lie in scattered blocks and are often surrounded by private lands.

The lands most desirable for off-road vehicle use are located in western Fresno and San Benito Counties. Those most heavily used are the open hilly grasslands with intermingled low shrubs as typified by the Panoche Hills - and mountainous coulter pine areas with an open understory such as the New Idria. These localities are extremely hot and dry except for a period in late winter and early spring, December thru April.

The New Idria and Panoche areas have public access. Both are in close proximity to major Interstate Highways 5 and 101. The use area easily includes the large population centers located in the Bay Area and the California Central Valleys. Present users include those from San Jose, Stockton, Fresno, Santa Clara, San Francisco, Vallejo and Salinas, to name a few, and Los Angeles has to be mentioned. Users from any one of these population centers, at the present rates of expansion, could saturate either of these areas in the near future.

The Panoche and the New Idria have been two of the few open riding areas of any size in central California. Private landowners in this vicinity have generally enforced a strict No Trespassing policy both on their own property and for access across their lands to public domain.

As this no use policy on private property has toughened, the use of the public lands, where there is access, has rapidly expanded. From 1965 to 1969 off-road vehicle use on the Panoche and New Idria has increased at least 1,000 percent. Such a concentrated use, of course, results in conflicts with other uses that must be resolved and it can easily result in damage to the resources that must be corrected. Such is the case in the Panoche Hills which will be explained in more detail later in this session.

Providing access to additional areas in the near future is nearly an impossibility in view of present BLM enforcement authority and manpower and money limitations. Access over adjoining landowners in the southwestern part of this district can no longer be negotiated in view of the present situation. Private owners demand that we control the use thru proper enforcement and other additional measures such as boundary identification of the public lands. They also advise that we block public lands into manageable units thru exchanges, before we provide for recreational use of any kind in areas surrounded by private lands. Not only the surrounding landowners have made these recommendations, but local public land committees appointed by the County Supervisors and representing all the major uses, similar to this council, have made these same recommendations a matter of record.

Also important to our off-road vehicle situation in the Folsom District is the type of people who are involved. They fall into two groups, the organized groups and the individual riders. The organized groups are about as disciplined, responsible and well behaved bunch of sportsmen as you will find. They often participate as a family and are most enthusiastic about their sport. We have found them to be most cooperative. These clubs are very numerous within the District but are not at this time united to any degree into a central organization. Also, the many varied types of off-road vehicles are represented separately. As you can see, it is a major problem to coordinate with such a diversified and decentralized group of sportsmen. Further complicating this public coordination problem is the fact that 80% of the off-road vehicle users do not belong to any club.

The only practical method of enforcement that we have to date is thru public information and education. It is easy to see our problem. We just don't have the manpower or the centralized lines of communication to do the job to the degree needed or with any efficiency.

Let me summarize our situation in the Folsom District. Riders from a great many population centers have concentrated on the Panoche and New Idria for open type riding because areas of this type are greatly limited in central California both on private and public lands. This use is so rapidly expanding that these two areas do not even approach the potential required.

Both of these sites are areas of multiple use where in most cases the critical or heaviest period of use by the various users coincides. Examples in the Panoche are the grazing and nesting seasons with vehicle use, all reaching their peak in March.

Enforcement capability is not sufficient to adequately administer off-road vehicle use to the satisfaction of the vehicle sportsmen themselves, the neighboring landowners and, of course, it falls short in protecting and managing the Resource.

Public coordination in a district including so many organized groups, county governments, other agency representatives and individual users is extremely difficult. As this phase is so critical to proper management, new methods or channels of communication have to be developed.

Off-road vehicle use is big business. It is relatively new and has many variations even within one District. The use demand is huge and rapidly expanding. Progress may be the order of the day rather than total solution.

I can't think of a better way to make progress than to work with you -- the representatives of all the users of the public land.

ADVISORY COUNCIL PRESENTATION

by

COUNCIL MEMBERS

J. R. Penny: May I say that Mr. Harris has been of great help to the Bureau, especially in our Panoche situation. The results of his and other people's efforts down there are encouraging, so when we are listening to Mr. Harris we are listening to a man who has actually tackled the problem of off-road vehicle use.

Howard Harris, California Farm Bureau

I hope that we come up with a solution as well as just citing the problems. My statement is based on several year's study that has been conducted in our county, San Benito, as a result of a land classification committee.

The public pressure for outdoor recreation is increasing at a tremendous rate. The increased tensions of modern city existence, and the greater proportion of leisure time, together with the pressures of population growth make for enormous demands for such activities as outdoor camping, picnicking, hiking, rock collecting, exploring, motoring, and so on. Some of this demand will have to be met by increased use of public land under varying degrees of supervision and management, and some of the demand will have to be met by private enterprise where charges will be made for providing recreation to members of the public. The laws, rules and regulations, and policy decisions of public agencies should encourage both private and public recreational development.

In a discussion of the use and management of public lands, the following principles might well be considered:

1. The public domain must be conserved for future generations, as well as used to its maximum to satisfy present demands.

2. First consideration must be given to satisfying the maximum number of the public, with no sector or private use taking precedent over the whole public.

3. Multiple use of our land is a sound concept and must be followed to get the maximum use from a given area.

4. Some uses are compatible with each other on the same immediate area at the same time, but others are not. For example, picnicking, camping, hiking, rockhounding, birdwatching, and the quiet type of activities are compatible with each other, but uses which make loud noises, create dust, give off excess smoke and odors, and may be a traffic hazard to small children, may not be compatible with the quiet ones.

5. Where incompatible uses conflict with other uses, they should be isolated and areas should be set aside for certain uses.

6. Various use areas should be marked, so that users know where they are expected to be and where they are not to be.

7. Where feasible, user fees should be established. There are several reasons to consider this possibility: (1) Those who pay may show more respect and consideration. (2) Some of the costs of providing facilities, policing, managing, and planning facilities may be recovered. (3) Private land owner recreational enterprises should be encouraged, and free public facilities may discourage this. Fees should be low enough to not exclude the general public, but high enough to justify their collection.

8. Some uses may have to be limited in certain areas to particular seasons of the year. For example, vehicular traffic may have to be excluded from game bird nesting areas and lambing pastures at critical times.

9. Some uses may have to be prohibited during emergency conditions, such as extreme fire danger and periods following excessive rainfall.

10. Some areas, because of peculiar geologic, soil, moisture, wind, vegetative cover, game habitat, etc., may have to be completely closed to some uses at all times.

11. Rehabilitation practices such as erosion control, reshaping of slopes, water conservation, reseeding, etc., may have to be inaugurated for areas injured by use. This may require periodic closure to allow for recuperation of flora and fauna.

12. The public should know where it is welcome and where it is not. This means surveying, marking of boundaries, furnishing maps, and labeling particular use areas.

13. The public should not be encouraged in mass to enter a particular public land area until some management plan for its use can be put in operation, uses controlled, and adjoining property owners protected from trespass.

14. The Bureau of Land Management should have adequate police power to govern the occupancy and uses of the land under its jurisdiction. It should also have adequate manpower to enforce its regulations instead of depending upon state and local officials who are usually too far away and unprepared to do the job.

It follows that if the Bureau is to do what will have to be done, money will have to be appropriated to hire people to do planning, policing, surveying, managing, and many other things. Legislation should be passed to give enforcement ability to the recent rules and regulations.

Off-road vehicles represent a huge, important, and beneficial use and must be reckoned with in any plan for public land use. There are hundreds of thousands of these vehicles, and the owners must be considered in any plan. However, this use seems to create a multitude of problems ranging from noise and dust to erosion destruction and trespass, as well as lack of compatibility with many other uses.

This is one use where special areas might well be set aside for it. In San Benito County we have a sort of "pilot" project underway which may be of assistance in demonstrating methods of caring for the off-road vehicle needs. This project was brought about by numerous complaints by such people as livestock men, game officials, and conservationist, because of over use and property destruction by off-road vehicles and their owners on grazing leased lands opened up to recreation by the BLM.

A public lands classification study committee which had been appointed by the County Board of Supervisors was enlarged to include off-road vehicle owners (particularly motorcyclists) to study the problem. Out of this committee came a recommendation that the BLM look at some of its land which was not under grazing lease, with the purpose in mind of managing it for off-road vehicles.

BLM did this and has developed a plan for some five to ten thousand acres which many of us believe will help the situation greatly. The plan would: (1) Allow closing the former over used play area during critical times, and give time for more adequate planning for its ultimate use. (2) Transfer intensive use to a type of geologic and soils condition which will keep damage to a minimum. (3) Take the pressure off many over used areas. (4) Make users welcome, instead of being hated.

Management plans include the furnishing of maps, establishing of facilities such as rest rooms, water supplies, development of trails and play areas, marking of boundaries and areas of non-use, and developing rules for the area.

Perhaps it would be logical to provide similar areas set aside for off-road vehicles in public parks as in the east bay regional park system and in BLM managed areas.

J. R. Penny: Thank you. Would anyone care to comment at this time?

Al Schiavon: I have a question Mr. Harris. Did I understand you correctly that an area of 5 to 10 thousand acres had been set aside for vehicle use?

Howard Harris: Well, it is in the process. I would say that it is in the process and you had better get that directly from BLM. Here is what we have done to date. The people of our committee have visited an area we call "The New Idria Area" several times. The BLM has developed maps showing location of trails and potential development - access and that type of thing. Several clubs have made special trips to it to evaluate it. One user group, having been used to the Panoche area, thought that the New Idria area was no substitute for the Panoche because it didn't have wide flat open hills so that they could do as they pleased. Other groups said it was the ideal spot. So take your pick. There will never, perhaps, be any substitute for the wide open destructive use that some people want. The time has just passed for that.

Now, I don't suppose that any publicity has been given generally so that the whole state will flock up to the New Idria play area but it is in the development and planning stage. The reason the New Idria area was chosen, of course, was originally because it was not under intensive use. Geologically, it is a serpentine asbestos soap stone area where magnesium content is so high that the plants don't grow, so it is bare. The structure is such that when you pour water on thru, no matter how heavy the storm, it goes straight down and percolates out without the erosion that you have in the other soil characteristics of Panoche. It has been developed by mining interests so that there are over 60 miles of road and trails, plus the wide open routes and challenges of hills. There are watershed areas that have to be either fenced of posted. There are Jeffrey Pine and particular flora that must be preserved. There are game habitat that will probably have to be fenced off so it is still in the planning stage.

Al Schiavon: In the initial planning stage was it the Board of Supervisors that appointed this committee to come up with these recommendations?

Howard Harris: The committee was originated by the Board of Supervisors. It represents various interests, the teaching profession, law enforcement people, and everybody we can think of. We have felt that it has been a constructive thing.

Al Schiavon: The reason I asked these questions, Mr. Harris, is that your neighboring county, Fresno, is going to have a meeting of the Board of Supervisors on the 5th on this same problem and it is coming before the Parks & Recreation Commission - so this is why I asked.

Howard Harris: It has worked in our county.

Alfred Kramm: Does the Board of Supervisors control the federal land?

Howard Harris: Well, the Board of Supervisors has made no attempt to control Federal land. We, of course, are advisory to the BLM, but we felt and the Supervisors felt that if consideration is given to all users in San Benito County the BLM will do a better job. Just like this council here. Our commission has made recommendations and suggestions to our Board on what they ought to recommend and in each instance they have adopted our recommendations and sent them on to the BLM.

Dan Kelsay: Isn't there a similar group operating in Monterey County?

Howard Harris: I don't know. There was a committee organized but I have talked with some of their group but I don't believe they have gone as far as we have. I think there is room for this all over the state, frankly.

J. R. Penny: This is in line with the considerations given at the State Board that this would be the start and that hopefully, again at the district level, there would be councils developed, depending on what the need was and the circumstances involved. As Mr. Harris stated, these groups, of course, are advisory. The BLM is charged by law with the responsibility of managing these lands. It is the Bureau's position, and becoming more so all the time, that when we are talking about policies and developing procedures that we seek counsel from the people that are involved, and that is what we are doing here.

Ron Sloan: Russ, just a general question here. I appreciate what Mr. Harris has done with the Panoche area. You know we were in favor and involved from a distance, but can we take Panoche and the New Idria areas as examples to follow in the rest of the state?

Howard Harris: I think that my presentation must have been misunderstood. I am not saying that you should do this everywhere. I am saying that the approach that we used in San Benito County was getting the interested parties together, analyzing the problem and proposing solutions to fit the situation. You should probably have a study going on in every county.

J. R. Penny: This is why we think of the council as a broad regional state-wide council helping us with procedures. But the actual application has to be on a specific area as Mr. Harris has said. I think even the forming of councils might be different depending on where you are and what the situation is. It probably would be pretty hard to say that every county should do this because their attitudes may be different. Undoubtedly, the District Managers will want to seek advice on this sort of thing, because it is going to be up to them to work with people to organize such groups as they need them.

Ron Sloan, American Motorcycle Association

I appreciate very much the district managers' comments. Del, John and Bob, all three, have touched on an area here that is a great concern of mine, as you well know. We have the organized groups, and the unorganized groups. There was a figure quoted earlier of 4 hundred thousand riders out in the desert. Bob mentioned 100,000 unorganized riders on a week-end - quite large numbers. Now, in District 37, the competition riders number in the vicinity of 8 to 10 thousand riders. The organized trail riders number in the neighborhood of 2 to 4 thousand riders. I don't know the figures on the 4-wheel drive. I'm sure Jack Edwards has some statistics over there.

You put these statistics together and the people that are organized, and the district managers seem to bear this out, do patrol themselves reasonably well, and perform in a proper fashion. They know somewhat what they should be doing. It is the unorganized groups that total the very, very large numbers that are very difficult to reach. If someone asked me today how many off-road vehicles there are, I'm sure I wouldn't know. One of the gentlemen mentioned they check with the shops and there were X number of bikes sold in a period of time. They were street bikes. Now the majority of street bikes don't go into the dirt normally unless they take them off the street register. I think, one or the others had some statistics - roughly that 100,000 a year leave the registration rolls which we assume have been stolen or strayed, so possibly we are talking about 75,000 motorcycles. Our number remains somewhat constant in the organized groups. It is 8 to 10 thousand - we have a certain mortality rate - too old - just don't want to bother anymore - they drop out and new ones come in so the numbers stay somewhat stable. I fear that we will never communicate officially to all the people that have a camper, or trailer with trail bike on the back, or whatever. Even though they mean well, they will just be very difficult to communicate with now or in the future. Bill mentioned at lunch - the camping he had seen where they packed up the trash and as they drove out they tossed it in a canyon. They had part of the idea.

Maybe in the organized groups there could be a club passport or an individual passport. But how would we get these unorganized people to obtain the passport - possibly thru the manufacturers or dealers. This again is education. Being out there without the passport would put them in trespass.

I was back in Washington 2 weeks ago - I know you have your trespass problems now - more than you can handle - and talking to the Assistant Secretary of the Interior, there appears to be an austerity program and we keep leading to the fact that it will take a lot of dollars to implement the manpower portion of this program. You must don't have the people now.

You are issuing letters of authorization for off-road vehicle use and so forth and in all honesty as an outside observer it doesn't look like money will be forthcoming quickly. Even with resolutions of the State Advisory Board, or whatever, it just looks like a dry barrel at the moment. Whether this administration will continue on that way, I don't know. But the golden eagle passport or lets call it the iron eagle passport, or something else could generate some revenues and it would need sufficient obligation going along with it so that these people could perform - we are still going to have violators. You don't legislate cleaning up the desert type of thing. It has to be taught to them and educated properly.

There is a lot of money in these off-road vehicles. Percent of sales have increased, a figure quoted earlier of 75 - 100 percent. For instance the town of Mojave's economy was based on the railroad at one time, which has diminished at this point. Now, on a week-end up there the liquor stores, grocery stores, facilities that are available are open quite early in the morning to gather trade as people go thru town. They are not all motorcyclists. They are campers, people on their way up to ski, boating, or so forth.

The Mojave Chamber of Commerce would be greatly concerned if, for instance, we removed the Mojave area from our race schedule. It is a hot area, as Bob Springer pointed out. I know if the skiers stopped going thru Mojave in the heavy season it would have an effect on them.

It is areas of that nature that concern me, not just the impact on the land - public land - but the financial impact on the smaller communities.

One other area, Russ, if we get into committees, I attended the California Wildlife meeting a month or 2 ago and it was quite interesting the way theyapproached it. You have set forth the objectives quite well so far - the multiple use, for reasonable needs, the off-road vehicle use of public lands, minimized conflict for legitimate users, education, cooperation, coordination, enforcement, legislation, management, development, implementation, and so forth. Any one of these items is a major program. Possibly thru the committees we could concentrate on various areas and come back with some sort of a resolution.

J. R. Penny: We are hoping that thru you people, as representing the user groups, that we will reach these people in the processes of education and cooperation. We don't know and I gather that you don't know, Ron, the total groups we are talking about. I talked with Mac about developing a list but this seems to be quite difficult.

Ron Sloan: One more point, from the trail riders, which I promised faithfully I would do. I met with them and they are probably 10 to 20 years my senior, a very interesting group. I met with their Board of Directors and they had some good thoughts. One is an implementation of a program as various organized groups. Jack's group, the 4-wheel drive group have offered cleanup programs, and patrolling. Safari Trail Riders came up with one and it was very clever. Their suggestion was something of this nature - that the organized groups become responsible for a given area. They do not own it in any way, shape, or form, but it is more or less their home base and as Bob pointed out we do put on these runs in basically different areas. For example, the club that I'm associated with goes out to Robbers Roost area. This is pretty much their home base from year to year. They would become responsible for a given area, cleanup, patrolling, etc. Such a plan has to be done judiciously. It would be administered by them from the standpoint that they are responsible. The unorganized groups would be given to understand that this is the way the ball game works and these are the rules we have to follow. It might work.

J. R. Penny: Thank you Ron. Certainly there has to be a place to start in terms of just how organized groups are going to participate. We recognize that if this thing is going to function, it will have to function thru cooperation both in developing the system and also in implementing the system.

Beula Edmiston, Desert Protective Council

The Desert Protection Council really would like to speak up at this time. I'd like to tell Susanville that I'm lucky too. I live where the air is a little hard to breath but we have Jack Wilson in charge of Riverside District and Land Office and Bob Springer in charge of the Bakersfield District that encompasses a lot of the area that the desert protective council is interested in. We like what we find in the offices. We like what we find in the State Office. If we don't like everything, we tell you, instead of the other fellow. We like the concept or the introduction to the Desert Study. We are grateful that this council is broader than just the desert. The whole state. We are happy to say that Bill Flint gave a paper to the Desert Protection Council annual meeting last October on that introduction which I choose to call the framework of consideration for the desert planning in the state. It received a great ovation from the whole membership. It's good. We wouldn't change one concept, one idea. I wouldn't say that everything back of that was just exactly where we hoped it would be and we are glad you are not ending it there - you are beginning it there. But we think it is a wonderful concept. We will either enjoy the California desert carefully or we will destroy it.

My ancestors moved across the country with the frontier. When it was Ohio my ancestors were there, when the frontier was Kansas my ancestors were there. When the frontier was Colorado my ancestors were there also, and my youngster was born here in California, and there is no more place to go. What we have is all there is for us and those who will follow us. We have to take a real careful look at it. I don't think that Ron Sloan and I look at things with entirely different points of view. He is looking for responsibility, care - I am looking for responsibility and care. Maybe a little different point of view but we are still seeking the same thing. I appreciated the thought of economy. I would like to quote a bit from Robert Reno's recent book "Moment in the Sun". He said, "now we cannot equate natural beauty with economy because suddenly natural beauty has become so very much more rare and so very much more precious." I go thru Mojave quite a bit and have spent money there and whether I go thru to ski, to take pictures or to ride a motorcycle, they accept my money. I don't think it is necessary to hard use the land to support the economy and I don't think it justifies hard use of the land.

I have a speech here, but Jack Wilson made it so much better than I could that I am not even going to try. The desert is precious, it is fragile, it scars easily. If we are going to have anything of worth, we are going to have to join together in cooperative care for it. I made a few notes as people talked and I think I can cast them aside too and mention a story some of you may have read in a national magazine by Michael Frome. It was illustrated by a cartoon of people lined up wanting special interest on the public land. It is gruesome when you think that is all there is, but the other side of the coin is the Alabama Hills dedication the other day. If there was a point that was more thrilling than when Old Glory hit the top of the mast for the first time, was when people from jeeps, a few of them were parked there, from tops of rocks, down among the sage and in folding chairs, joined together singing "This is your land - this is my land - made for you and me". At the barbeque that followed, we had a general conversation among just folks, and someone said "do you folks have an off-road vehicle"? My husband said "Yes, we have several. We have hiking boots and back packs". After the first start was over, we got into a jolly conversation and one of the chaps said "we have so many motorcycles that don't belong to an organization - we do, however, feel a responsibility for the land", and he was the first one who said it. He said we need ground rules. There should be a place for you for your hiking boots and back pack. There should be a place for all of these things.

As a housewife, I know you can't do everything in the same place and have any order at all. You can't use all of the uses of the public land in the same place. It seems to me that the concern I see in this room put together to really get behind your Bureau in establishing ground rules and the right places. I shudder at the wildflower area for the motorcycle show. I have gone to a few motorcycle shows. I think they are interesting and I don't think that the motorcyclists that I see especially want to be churning up the wildflowers. I have seen some places where they have been terribly churned, too. I would say that we must establish zoning. I would hope that we would get behind the BLM to work out the best possible zoning to save the best possible quality for ourselves and those who follow us.

J. R. Penny: Thank you Beula. That was beautifully put. Do we have someone else now? How about hearing from the mineralogists?

Alfred H. Kramm, Calif. Outdoor Recreation League

I am representing CORL.

In the beginning, all americans were outdoorsmen. They roamed the plains and the forests seeking food, tillable land, and mineral wealth.

As their numbers and their power grew, they pushed westward to the final frontier - the Pacific. They forged, from nature, the most dynamic and prosperous nation in the history of the world. But in so doing, they left the forests and the plains and encased themselves in the cocoons of steel and concrete that are their places of labor, crowded themselves together in their living habitats, and multiplied beyond anyone's dream.

The phenomena of a burgeoning population, affluence, increased leisure, mobility, and technical changes all occurring during the same period, has created a profound impact upon both human and natural resources.

Now, demands are being made for housing, water resources, education, communication, welfare, and automation. High above this clamor rises the insistent voice of the recreationists who has completed the full circle and is seeking his leisure in the forests and on the plains, even as his forefathers sought their necessities there. He has become the new breed of outdoorsman.

Now the time has come when, by his numbers, he is cramping for the solitude he seeks. He is searching to escape during his leisure hours and DOs and the DON'Ts of a highly structured urban society.

He has availed himself of the technology he has helped to create and has found new, faster, and more comfortable ways to reach and penetrate the vast areas of mountains and desert where he can choose his own direction and find quiet and relaxation.

The recreational vehicle has brought a new dimension to lives of millions of americans. Where once only the strong and the healthy were able to venture forth, today the young and the old, the strong and the weak, go forth as families and groups to do their thing.

The growth and production of recreational vehicles in the USA - travel trailers, campers, camping trailers, and motor homes - is fantastic. In 1961, a mere 83,600 units were produced. In 1969, industry estimates place production at 465,000. While the industry had its start on the west coast, recreational vehicles have had excellent acceptance by the public at large. Today, two-thirds of these vehicles are manufactured in states east of the Rocky Mountains. Some industry leaders predict that by 1980, yearly production will reach 7,500,000 units with a total retail sale of 2 billion dollars.

The prosperous state of the automotive industry is another very important factor that is contributing to the recreational vehicle boom. Seventy-nine percent of all households now own an automobile, and one out of four own two or more vehicles. Automobile and truck manufacturers have recognized the needs of recreational vehicle owners with a wide range of options now available for most cars and trucks intended for towing trailers, jeeps, boats, etc., and for hauling campers.

The American Automobile Association announced that the American family spent 32 billion dollars on domestic vacation and pleasure travel in 1968, 28.8 billion of it traveling by private vehicle. They estimated that 105 million people rolled up 195 billion miles on U.S. highways using the family automobile and recreational vehicles. So far, I have found no estimate as to the number of 4-wheel-drives, cycles, and dune buggies used for recreational purposes, but the number is significant and the pressure of their existence must be dealt with in a practical way.

Our specific problem is the California Desert. How it is managed and how the problem of off-road vehicular travel is handled is important - very important. It is probable that the thinking that goes into this endeavor may become the pattern for the solution of similar multiple use management problems.

However, other problems are so closely interrelated with this it is difficult to consider one without including material involving others. The California Outdoor Recreation League (CORL), the group I represent, includes members of all outdoor recreations. For this reason, also, the broader viewpoint is the natural and logical one.

The education of the public is one effective way to minimize the problems faced, and organized recreational groups are exceedingly helpful in this effort. For example, The Johnny Horizon Countryside Clean-up Campaign planned by CORL for October should accomplish great things - not only in cleaning the land, but in public education. Other state recreational organizations are also being encouraged by CORL to join in.

The working man has come a long, long way since 1820. He has cut his working hours in half and has increased his wages 2600%. The old philosophy that man lives to work has truly reversed itself. Leisure time is really the force for which all men work, and recreation is its God.

Conservationists and ecologists look upon the coming onslaught of outdoor recreationists with alarm. They see in it a threat to the ecology of the land. They predict irreparable damage to our resources unless strict management control and use limitations are undertaken.

Commercial interests are chiming in too, but for quite another reason. They are saying, "This is where I make my money. I don't want to be interfered with".

Several weeks ago I climbed high upon a hilltop in the Cady Mountains. Before me was a vast empty expanse of wonderful desert. Not a living thing in sight except for a tiny speck where 20 or 30 vehicles of my party had clustered in an otherwise empty wash. I was too far away to see the people. To the south in the distance, clearly prominent, was a cross-country power line in-the-building, the fourth such utility crossing in the area. To the north were plainly visible scars where a miner had been pot-holing and blading for assessment work. I wondered just how many recreationists it would take to equal the damage brought to the land in only a few hours by these commercial operations.

The excuse for commercial exploitation has always been that it supplies some of the needs of society, and this nobody denies. I think today one has to look upon outdoor recreation in much the same way. Just as people need copper for their house wiring, they need outdoor recreation to keep their sanity.

Certainly man cannot use the land without some change in its ecology. The job that faces planners then, is to determine the point of use where a measure of sustained yield can still be achieved.

This suggests the possibility that instead of trying to concentrate people into small areas in some location, it may be desirable to open up land for the dispersal of people. Great tracts of land now controlled exclusively by various branches of the military could be opened for use by the public, as well as heretofore landlocked federal ownerships, by providing access to them.

That such planning is necessary to avoid situations such as have occurred in the past, no thinking person will deny. I would like to suggest, however, that old concepts and criteria for the determination of cutoff points be tested on a continuing basis to make sure that they truly fit the area and its changing use.

As an example of my point, last week I picked up an engineering journal to read how an engineer back in Woodbridge, New Jersey, had reduced asphalt paving cost in his city 60% by using "full-depth-deep-strength" asphalt pavement. For 15 years, as an engineer, I had been specifying "thin-lift" pavement following the specifications of the State Division of Highways. I had every opportunity to experiment. Why was I so willing to accept the practice of the past without question? In another vein, it has taken a lot of brilliant thinking and the chucking of many old empiricisms to get man to the moon. At the same time, designers have sometimes become so sophisticated that they overlook that shaving in weightlessness can be achieved with old fashioned shaving cream and a straight razor.

It is my conviction that much of the restlessness of our population, the crisis of our cities and in our colleges, are the result of many years of sidestepping issues rather than trying to solve them. A case in point - just two weeks ago, the state legislature was about to consider legislation that would prohibit a person from occupying the living area of any trailer coach, housecar, or vehicle equipped with a camper while such vehicle is parked upon any highway in a residence district during the hours of darkness.

The bill was designed to keep recreational vehicles from parking in front of a few houses at one public beach in Southern California. Had it passed the legislature, it would have applied to every single residential street in the State of California. The executive secretary of CORL talked to the author of the bill. He hadn't thought of the hardship his bill would have created for a segment of the population. I am happy to report that he withdrew it. The problem is not solved. The bill would not have solved it either, but would have frustrated a segment of the population of all California. Not until the state provide more parking space at the beaches will the problem be solved.

Last Wednesday, the City of Long Beach ordered an amendment to the city ordinance prohibiting parking along a considerable stretch of Willow Street. It appears that local residents were complaining that cycle riders parked their vehicles along the side of the street causing a traffic hazard while they rode their cycles along the Edison Company right-of-way. Here was a group of citizens having their outdoor recreation close to home. Now they are one more segment of a frustrated public. Instead of saying NO, authorities should say, "What do the people want - what do they need - how can we solve it?"

It is easy to sidestep a problem by legislation, particularly if the group being legislated against is small. But this does not solve the problem. Problems such as these left unsolved in the urban areas are compounding problems in the rural areas. Thousands upon thousands, disgusted with crowded beaches and regimentation, forsake the city each weekend to seek their recreation in the desert where, so far, there is little restriction and supervision.

Undoubtedly there is a demand for organized facilities, but as I talk to people who are now using the desert, I find that they are concerned. They believe they are about to lose the very last place they can go to and do their thing. The very last place where they can escape for a few hours from the regimentation that plagues today's society. When they hear of managed recreation areas, they are afraid that they will be herded into compact and orderly campsites with trailers at this location, campers at another, and tents at still another. They are afraid that when they go in groups, they will have difficulty in camping together. They are afraid that they will find the same prohibitions of the city awaiting them at their destinations with fences and signs which may say "no camping beyond this point", "do not leave paved areas", "positively no campfires outside of camp area", "no singing after 9:00 p.m.", "picnic area only", and the many other signs that have been observed at planned recreation sites. Indeed, there are reports - not just one but many - that signs and fences are already in the Wiley Well area.

Thinking people know that some management is necessary and desirable if the values of the desert are to be preserved, particularly as they become more heavily used. But they are appalled at the prospect of regimentation. And when they look at the artists's concept of "The Desert Center" (Page 222 of the Report) and observe parking meters way out in the middle of nowhere and read of concessionaires ...

People who read the report of the California Desert are highly complimentary as to its contents and revelent portrayal. At the same time, they are comparing the report to their concepts of planned and managed recreation sites. They are remembering the thousands upon thousands of idle acres of posted lands with only a few scattered campsites here and there. They recall how they searched the guidebooks and visited every camp in the area only to be turned away during a peak holiday load. They are remembering the reservation system the state of California has on its public parks. And they are asking me this question, "Is this what the BLM has in mind for the desert"?

J. R. Penny: Thank you Mr. Kramm. At this time I would like to say a few words about the California desert.

There is more to the desert than anybody has dreamed about. We found more resources than we knew about. In talking to the Regional Director of the Park Service, the desert is something that we think of in terms of solitude and long distance. The beauty of the desert is what the N.P.S. is concerned about. This is what we want to preserve. And, so, our problem is a problem of people. How do you manage people. How do you get them out there and how do you get them back, so that you don't destroy the very things that people want to see. How do you develop campgrounds so that they are not right out there so everyone sees them? How are we going to handle the people in such a way so that they don't have to be confined to a campground but are able to move freely in the desert? I think if you read the California Desert study it says these things. As to where we are let me say that we are at the present time developing Phase 2 which is to identify all the uses in the desert. The first phase of our study dealt primarily with recreation. The other uses that were mentioned in Phase one - wildlife, livestock, mining, and such was rather perfunctory. They were put in there primarily to recognize the desert as a multiple use proposition. Now what we need to do is to go out and really study those uses, or the resources, I should say, and find out what the uses of those resources are, what are the problems, then develop a plan as to how we should, or what we should do. We are talking about a master plan in terms of the total management and development of the desert. Again, coming up now with this study in terms of what it will take in terms of manpower and dollars to do the job. Now, then, thats where we are now in the California desert.

I think now would be a good time to hear from the Sierra Club.

E. B. Holden, Sierra Club

I am really happy to be here and spend the time. Before getting into my presentation I presume that you have considered carrying some of this message to other groups, well, I know CORL has been in contact with the Camper Coachman people and there is Trailer Life and the motor home group, I think that they are interested in many of these things you have been talking about. They have been trying to do some things on this citizenship thing. The Editors realize that if we don't take care of the problem there will be a lot of restrictions. It is the freedom to camp - and this is why Baja, California is drawing a lot of us - you are stuck on your own - no rangers or anything else and you make your own campsite.

The frontier is gone. We have a few pockets out there. Of course, from my point of view I would like to save quite a bit of that for future generations to see how it once was and also for the scientists to take a look at. I think that before we go full tilt into development, we should have a clear idea of where we are going and what we are doing. I know some people want to get on with it and get everything all set up for maximum use right now but my point of view is that we develop it for sustained yield - sustained yield terms is what Alfred Kramm used -- what does sustained yield mean. In some cases for us it means not touching it at all, just maintaining it in a very natural state. For probably 200 years we have had this doctorine of conquer and exploit the frontier and suddenly in the last decade or two we have just come right up against it. The frontier is gone and we are all confused, we don't want to beat it to death. Just a little bit is left and I suggest that we have got to start teaching our youngsters and our grandchildren a new ethic of wise management - something the Europeans ran into long ago. We have got to take a total systems approach to survival, really. We are talking about the desert and off-road vehicles, and also natural water systems, our air, the whole bit. We have got to take a hard look at it. Within that frame of reference when we get into how we are going to use the desert we have got to have a master plan and it is not going to be easy if you have read those 377 pages of the California Desert Study. I took a whole week-end to study the thing and I am real impressed with the steps we have taken and that is why I am here to try and help and see if we can get something done. This compatibility bit, it is a problem and I just don't know, but we are going to have to do a lot more talking and investigating to see where we are going to go. I would like to emphasize again that this area has got to be usable 200 - 300 years from now, if we are prudent individuals. Just what the desert will take we don't really know, but we know it is fragile. We see what Patten's tanks did 25 years ago. I hear tell that you can even see where the Donner party went across the salt flats years ago. I can't vouch for that, but it takes a long time in this dry area for things to heal over. A couple ideas I would just like to drop out - I call them seed ideas - just to see if they will germinate. This business of cleanups, I would like to say that whoever ran the jeep cleanup in the Imperial Dunes last October may have saved the tax payers $50,000 and I think they brought themselves a million dollars of good will. It made me feel that I could talk with that segment of recreation, whoever is responsible should really be commended. He did his fellow recreationists a great favor. It gave us the feeling that we could work with the groups. The jeepers have shown in the Coyote Canyon situation that they were concerned with preservation. Those of us in L.A., where we are really hemmed in, living in the middle of 10 million people, there are so many people that you don't really get a chance to feel that you are participating in anything and I think these cleanups are great, if they didn't really save you a whole lot of money - just to get the people to participate in an educational thing that makes them feel that they are a part of the government. You might even consider letting groups or clubs build some campsites - it is not totally out of the question. I think you might find some groups might take a personal interest in some of these things.

Another item is visual pollution, as we call it. You see the hillsides today at Red Rock Canyon. If people were prudent they would at least go ¼ mile away from the highway so the people driving thru don't see all the scars, because these people are just buying themselves a lot of bad publicity. Of course, I'm not suggesting you scar up anything, but it is just like the fellow who had the redwood property up along the highway,everything was all right until the guy says "I own it - I am going to cut it" - then the traveling public got upset because everybody along the highway could see the stuff coming down. Protect the highways - let them be beautiful as they can. I realize that we have got to have some outdoor areas to blow off steam but on the other hand I don't want to see everything churned up and then no use for the rest of time. Of course, noise - as I discussed at lunch with Ron - and he is well aware of it - if those bikes were quiet I think that half the resistance is some respects would disappear. This cutting up near camps of people that are not involved in the noisy use of the desert really gets the old blood pressure up. I'm not telling Ron anything he doesn't know. To me, the desert is peace and tranquility. One fellow said - you go out there and you can just flush your mind. Just get that whole L.A. basin out of your system. I think that is a very apt expression. You can get that town right up to here, and really, you go out there - the broad vistas, the solitude, and climbing up some peak or along some ridge or down some canyon, this can be real therapy. That is the way many of us look at it.

One last thought I would like to leave you with and I think a lot of you are going to groan - saying here is one of those nuts. We have been skirting around it all day and for longer than that. Most of our problems if you think about it - and I hope you will think about it for the rest of the session - if we didn't have so many people our problems wouldn't be so great. This is a long haul thing and we are talking in terms of 25 - 50 years. But if we don't get a handle on this population situation I'm not sure life is really going to be worth living.

I close with this comment, I think I got it out of Paul Erlock's "The Population Bomb" he says "when the sink is overflowing, some people run for the mop and start mopping away and others turn the faucet off".

J. R. Penny: We are talking about people - and again one of the things that hit me is this phrase we are hearing - the carrying capacity of an area for people. I think that is one of the big things we are going to have to decide when we are talking about these areas. Just how many people will an area support without destroying the very thing they want.

Lamar, how about you getting up and giving one of the other sides of this situation in terms of the cattleman views.

E. Lamar Johnston, Calif. Cattlemen's Assn.

The cattle people are very interested in vehicular travel. We have got to be because we have to live with it. For you that don't know, the California Cattle Association has 12 committees, and 3 of them are on recreation, public lands, and fish and game, and they all run together and all come up with the same problem. People are what makes this thing tick. We have an awful lot of them to contend with and where are we going to put all of them and what are we going to let them do for recreation? I don't think anybody knows. However, all of us should try to help on this vehicular thing and on general recreation to the best of our ability. In other words, if you have a piece of land you can possibly let people get on, you should do it. Private landowners have not played a big part so far, except in cities and incorporated areas. There are a lot of ranches in California that will either go out of business or go to recreation, or both. Several of them in my area would be tremendous recreation hubs if there was the money to do it. I think this outdoor recreation thing is going to have to be propagated thru private lands. We have people who want recreation and they are going to have it one way or another, whether we like it or not. About education on this thing, I live in the condor area and I run cattle in 25,000 acres of this wilderness area that was just set up and I have had no problem so far but on this condor thing we got up a program of education, put up signs, and it has been real successful. I don't think we would have near as much trouble with people molesting the birds, they never did a whole lot, but there is always some joker who comes along and doesn't know what it is so he takes a shot at it, or climbs up a tree when it is asleep and hits it on the head.

Littering is quite a problem - the litter problem in Bakersfield on the old river road - the County road crews from the prison farm had drained the irrigation ditch and thrown all the cans upon the road. One year I stopped and asked the foreman how many dump truck loads of cans is within this 4 mile ditch. He said he had not finished it this year but last year there were 6 dump truck loads. The ditch is only 4 miles long and this was within a year, because they clean it out every year. If they had signs - cans - some place for the public to put their garbage, I think that eventhough some of them wouldn't pay any attention to them, but a lot of them will. I know that some people drink in a car and throw the cans out while the next guy puts his in a sack and puts it on the seat and takes it home and puts it in his own garbage can. I think education would sure help. We should all try to make this recreation thing work - programming and management and money, of course, are going to come into the picture. You just can't turn them loose. They did that 100 years ago but we have come to the point where we have run out of land and a place to put them. It is going to take management, by the Government and private enterprise - everyone put together.

J. R. Penny: Thank you Lamar. How about the sheepman's standpoint. Would you like to add a little bit here Ray?

Ray Talbot, Calif. Woolgrowers Association

The area I am familiar with is the Panoche area. I think the old saying that there is a time and place for everything certainly fits for the Panoche. The intense use of the area by motorcycles has been about 3 years and it is easy to see that concentrations of bike riders have caused permanent damage. I think this council can outline plans and programs to see that this doesn't happen elsewhere.

J. R. Penny: Thank you Ray. We have been talking about law enforcement being a big problem, so how about Mr. Kelsay.

Dan Kelsay, Enforcement agencies

I think one of our problems is communication and problems of people as was mentioned earlier. After we recognize our problems I think the thing to do is establish or recommend rules and regulations, and define boundaries for certain activities to take place, and after you do this, of course you have got the problem of enforcement. As it appears to me the federal government has no money for enforcement, so they are not planning on too much. I can't see how you can do much good without some means of enforcement. When I talk about enforcement I'm not talking necessarily about arrests. I am talking about direction, education and so forth. You can give information to the 4-wheel clubs and motorcycle clubs but I think here to the biggest majority of these people don't belong to an organized club. So how are you going to reach these people? It has to be done thru some means of education, direction and enforcement, and to me, I think this has to be a very important part of the federal government's program.

J. R. Penny: Thank you Dan. How about comments from 4-Wheel drive from Jack Edwards.

Jack L. Edwards, Calif. Assn. 4-Wheel Drive Clubs

The California Association of 4-Wheel Drive Clubs Inc. represent some 97 clubs at the present time. You have to realize that this is only 5% of the registered vehicles in the state of California. According to the last figures there are some 250,000 4-wheel drive vehicles registered in California. But what we say and do right here in this room is going to affect all of us so in a sense I will speak for 250,000 vehicle owners. In 1968 we compiled some statistics of just the association - now this doesn't include the private individual who owns and just doesn't belong. We were amazed to find out that there were 4,371 vehicles that use the desert area during that year. This will amount to some 56,000 visitor days. If these people only travel 50 miles a day and it is within the realm of possibility that a 4-wheel drive vehicle can cover as much as 5 to 600 miles a day across the country, but we will say 50 miles a day, we come up with a fantastic figure that these people have traveled a quarter of a million miles. If we project these figures to include 50% of the vehicles registered in the state of California, we come up with the amazing figure that there will be 43,371 vehicles or 5,600 visitor days and they will have traveled 2½ million miles. Now, how in the world are you going to confine these people? They are going to get out and go and that is all there is to it. You have got to have some place to roam. The United States has been noted for roamers. If we can't find anyplace else to go we will create a war and go over there. The people that I represent are family people. They are responsible people. They own jeeps, dune buggies, and some own motorcycles. These people police themselves. They ask no help from nobody. They don't need a campground, they don't need water, they don't need sanitary facilities. They will take care of themselves. They are the pioneer stock of America today. We would hate to think that this Council would try to inhibit these people that have this spirit. On the other hand, we realize that there must be, has got to be, some type of management for these areas or there will be a waste land rather than a desert land. As these meetings progress we hope to make some recommendations. At this time I don't think that we should make recommendations because other people have made so many that you might forget what I'm going to say. But, there is a reason for impact on the desert. This has come about thru the very thing we were hoping this council doesn't do - Mr. Kramm talked on it quite extensively. The reason the people have turned to the desert is because of the restrictions that have been placed on U.S. Forest land, Wilderness areas, even around local ordinances around your own counties, that place restrictions on 4-wheel drive and motorcycles. So these people have found out how to live on the desert. What it takes to go there, live safely and get back. There is no user group among any in this room that uses the desert more than the 4-wheel drive, the motorcycle or the dune buggy. I think I would be safe in saying that we compose over half of the visitor days of the desert area. So, I hope that this Council will give due consideration to 4-wheeling, dune buggies, jeeps in their final conclusion.

J. R. Penny: Thank you Jack. When I first talked to Mac McMurphy we talked about trail riders but he also gets involved with all kinds of motorcyclists. The first time I really got to understand cyclists was at a meeting with a group including Howard Harris and Mac. I was invited to a meeting of some 8 people. Fred Wolf and Harold Hunt took me and I thought there was some kind of a celebration. In front of the building there were cars all over. The word had gotten out they were going to have a meeting about motorcycle use in the Panoche. There were 90 cyclists and others in a room about this size. I remember one person got up and said "you give land to everybody else - give some to us. If we want to destroy it - let us destroy it". Some of us took exception to that. I know I did, as a resource manager, and a lot of others did too. But again it is like everything else. You always have a few and this came to me as quite an impression - here was this group of 90 people and there were a few who had real strong feelings. They wanted the land, without consideration of the damage done, or anything else. This was not the case of all of those people. This was a meeting that impressed me about as much as anything as to really what our problem was and how difficult it was. I also became impressed with the fact that if we are going to do anything we are going to do it thru cooperation and education. So Mac, why don't you give us your impressions.

H. F. McMurphy, North Bay Trail Riders

I have been sitting here looking at and thinking about the map showing off-road vehicle use areas in BLM's report to Washington. There are 36 spots in California identified. We have a gentleman over here that quoted us an awful large figure of motorcycles, well he didn't quote the motorcycles so much but he did quote a lot of jeeps in there. Well, I'll go a little further than that - there is an awful lot of pickups, there is an awful lot of 4-wheel drive, there is an awful lot of motorcycles and if we put them all in these little spots we are in trouble. Especially if we all got there at one time we would be in real bad trouble, because we don't have enough spots here on this map to even start taking care of everyone.

Being a still active motorcycle rider after 40 years I feel at least partially qualified to identify the off-road vehicle problem. I feel the problem really starts at home on the family level. We now have licensing requirements for all motorcycle riders. It affects beginners and seasoned riders alike. Our concern at this time is for the beginner, perhaps your boy or mine, who has only a few places to put in his first few hundred miles, the city streets and state highways. If we can believe the records provided by the C.H.P. and other state agencies, his chance of being hit or hitting something, even before he can qualify for a motorcycle license, are more than just good.

I feel that a state wide training, trail and park system is becoming a necessity for new riders. At least we could offer them an opportunity and suitable place to put in their first few miles without the requirements of a class #4 license, and without traffic problems our cities and highways present in a sometimes deadly fashion to a brand new rider.

I also feel that an educational course beginning in high school will soon be a must. Our young people are sadly in need of education in the proper use of our lands and public resources. Admittedly many of the old timers need this type of education too, but to the young belongs the future, and the future is exactly what we are attempting to build now.

I hesitate at any time to use records to prove a point, however, they can't be overlooked in this case. The Motorcycle business is big business in this state and has been for the last several years. There are at this time something over a half million dirt or off-road bikes operating in this state. Half of all the bikes sold this year will be used primarily as off-road vehicles.

Now we ask, where are all these vehicles operated? On public land! Our interest is to see that these lands are managed and controlled for as many of these people as possible, cross country racing, trail riding or just family riding. We feel also that this should be provided as free from cost and as unrestricted as possible, still keeping with good conservation and land management practices. Law and regulations must be enacted for these riding areas, violators must be apprehended and strictly controlled. The trail riding clubs and off-road organizations of all kinds are making great strides in improving the somewhat tarnished image others have earned and handed down to us. Laws and adequate regulations must be by all means.

Most of us including myself and the clubs I ride with have to travel from two to four hours for a day or weekend of riding. For people living in a metropolitan area there is just no place reasonably close at hand for any type of riding.

Let me take one moment to identify the off-road motorcycle, there are really only two types, one are the bikes legally licensed and fitted with full road gear, the other are machines with no license or legal road gear, and this is the type we are speaking of. These bikes range all the way from a tiddling 50cc to 60 h.p. bikes capable of more than 100 mph. At no time during the long history of motorcycling have both foreign and domestic manufacturers offered such a large selection of high quality machinery at reasonable prices. Let's face facts, this sport is even at the present time a big one, and gives promise of being many times bigger in the near future. It would seem that the time is at hand to plan for it.

One thing I might mention before closing, a survey was taken in the trail riding club of which I am President with a total membership of a little more than 70 people. It was found that the total investment in this sport per member averaged from $2,500.00 to $5,000.00 each. The club averages 3 motorcycles per member and has almost a quarter of a million dollars invested in motorcycles and related equipment. Let's multiply this by all the other trail riding clubs and organizations plus the competition riders, maybe we just thought this was small business. It might be safe to say that with this many off-road machines in the state and with this kind of money invested, off-road riding is here to stay.

People are definitely not going to have this much money invested without some place that they can ride. If we could have new small areas which had no control and were close to metropolitan areas, instead of just a few that we have got, it would keep the pressure down on the land that we want to keep for our future generations.

J. R. Penny: Thank you Mac.

Al Schiavon, Calif. Wildlife Federation

Thank you Russ. I would like to briefly tell some of the people here in attendance just what the California Wildlife Federation is. We are one of the largest conservation organizations here in the state of California, and it is wonderful to see some of the people that we do represent here in attendance today. The California Wildlife Federation is our interpretation of the word conservation - is the wide use of our natural resources, and we are interested in the total environment. Another thing that was most interesting here today was to hear reports from your various managers and I will take this report back to the California Wildlife Federation and we will have a thorough recommendation on this report. We agree with all of the speakers that there must be some type of regulations to control all the uses of our public lands. In fact, the California Wildlife Federation was one of the strong supporters in seeing that BLM became a management agency rather than a disposal agency, which it was for a number of years.

J. R. Penny: Thank you Al. George you also represent one of the larger user memberships in your organization. Would you tell us what you think.

George S. Strauch, California Federation of Mineralogical Societies

I am here to represent the members of the California Federation of Mineralogical Societies. Our organization is comprised of some two hundred and forty clubs with a membership of about 17,000 members who represent some 12,000 families. Many of these families own four wheel drive vehicles and trail bikes and have collected gem and mineral specimens and camped in off road areas for many years.

Our members are not generally interested in the use of the off-road vehicle in regard to its performance or its speed but are interested in it as a utilitarian vehicle, a device to transport them to areas where they can pursue their hobby. It is of utmost importance to our people that they be allowed to continue collecting and camping off the beaten track. Perhaps it would be necessary to have central meeting areas and double up on transportation to reduce the size of convoys traveling into certain collecting areas. This could apply to both collecting and camping areas. Primative off-road camping areas are much desired by our members. This is not meant to say that our members are not in favor of other types of camping areas.

It has been pointed out that access to collecting areas has been lost in the past due to fencing of highway right of way. Undoubtedly other recreation sites have been isolated in this manner. CFMS would suggest that this problem be considered by BLM in dealing with highway planners.

Our executives have suggested that a Code of Ethics be established and publicized to cover the use of off-road vehicles. A code of ethics should cover the operation of vehicles and should stress the fact that camp sites not be used as a site for the dumping of sanitary facilities.

Our members practice the gem and mineral hobby under the code of ethics of the American Federation of Mineralogical Societies and publicize this code of ethics with the hope of reaching other rockhounds who belong to no organized group. Our members have suffered from the sins of independent groups in the past and feel this also must be the case with 4-wheel drive and motorcycle groups.

The California Federation of Mineralogical Societies is looking forward to working with BLM and the organizations represented on the Off-Road Vehicle Advisory Board.

J. R. Penny: Thank you George. Larry, I wonder if you wouldn't give us a statement here.

Lawrence Cloyd, Calif. Dept. of Fish & Game

Now, I'm not sure of the number of people we have in this state, but its large. We are going to have to have restrictions and I think these people are going to realize this. There has to be restrictions. Now, this doesn't mean that you restrict people entirely. You put reasonable restrictions on. Now, when you talk about restrictions and regulations I think you also have to be prepared to enforce them in some way. People have less respect for regulations or restrictions unless there is somebody out there doing some enforcing. I was reminded of this yesterday in Fresno while I was driving down the street and here was a young mother and she had a young child on the back of this Honda, and the child was about 5 or 6 years old. In my day and age we would have put that child in the back of a car and locked the back doors and probably put chains across it - and here was this young child holding on to the mother going down the street. Well, now, when you have generations like this coming up, of course they are going to be looking for places to go and enjoy the type of recreation that they are used to or what they have been brought up with. At the same time, I think there are areas that have key species and they may have to be locked up for an interim period until you have some way of properly managing those areas or otherwise you will lose them. We have a problem right now in some of our inter-tidal zones along the ocean and people are literally destroying the species in these inter-tidal zones because nobody really regulates what they take. Now they don't do this because they want to, they do this because they don't realize what they are doing. There are a lot of species in these areas. If you turn over a rock or you expose it, it dies. Also the specimen hunters go out there looking for a particular speciman and they find this speciman and they look at it and they throw it down and it dies. Now these are the kind of things that have to have some kind of control put on or otherwise you lose what you are trying to preserve. I think to look at it any other way you will end up really losing all of the things that I have heard people saying they go out there to do. They want to go out there and enjoy the great open spaces and they want to do it with as least restrictions as they can and I think this is right. But, I don't think you can do it. I think you have to have some restrictions, you have to have regulations, and you have to have people that are prepared and have the necessary resources to make sure that you are not destroying what you are trying to save. This is what it comes down to, and I think that a group such as this can come up with reasonable suggestions that will still allow all of the people and all of the uses to be made of the desert and all of the public lands in this state and this is what we're really talking about - not just desert lands. For instance, there was a mention made of private lands, that a lot more use could be made of private lands providing the private land owner is given the proper incentive to make use of that land. And then, maybe you can spread the people around a little bit and - just like you hear on the radio and every place else - don't go here and don't go there because it is overcrowded, and maybe this is what you eventually have to do, you have to tell people that this place is already filled up, you had better go someplace else, and then you have to have someplace else to tell them to go to.

J. R. Penny: Thank you Larry. Tom, we have been hearing people talking about communication, and this is your profession, so why don't you communicate with us now.

Thomas P. Bates, Dune Buggy Group

I have been listening with one ear and one half of my brain and trying to jot down some notes to supplement what everyone else has said because I found very little that I could dispute with everything that everyone said, so if you'll bear with me I would just like to read some of these notes that I have made. I don't really see much advantage in going into the statistics of how many dune buggies there are, we have gone through this before and they seem to be - it is one of the newer off-road vehicular activities - it seems to be growing in the direct relationship to the population explosion and it is growing to such an extent that we do not have any statistics that we can kick out. Of the dune buggies that are in existence now, less than half of them are actually in use as off-road vehicles. Most of them are used as a passenger car, as a second or third family car. The ones that are used off the road are, for the most part, used as pleasure vehicles or as competition vehicles. There are probably less than 400 competition dune buggies that are being used. Generally speaking, races are held in conjunction with four wheel drive vehicles and motorcycles. Most of the dune buggy activity on public lands is in the sand dunes. For the most part they are self maintained in that winds and an occasional rare rain will eradicate any tracks that are left. The people, for the most part, make an effort to pick up after themselves and clean up all the trash around those areas. However, they are not too successful; one of the reasons is that there are not facilities for them to get rid of the trash, and a lot of people are reluctant for some reason to carry it back home with them, let's say 250 or 300 miles. For this reason, a periodic cleanup campaign is important and facilities to dispose of trash are something that should be considered. Other things to be considered are perhaps parking facilities, some light camping facilities and things of that nature.

The dune buggy's light weight and relatively low horse power and large hoofprint area keep it from inflicting a great deal of damage on most of the surface soil, although heavy use such as in races can cut through to less stable soil conditions underneath. These races, as I pointed out, are held by minority groups within the dune buggy users. The dune areas don't usually receive sufficient rainfall to make erosion much of a problem, at least in the desert areas. I was living under the same misunderstanding as Ron did when we came here. I assumed, for some reason, that we were going to basically talk about the California desert and I'm skirting around the problem up north because I'm not that familiar with it. But, most of these races are held on a mixture of public and private land and the major races are held in Nevada and in Baja, California. About the only major event on public lands in California is in the Borrego area and I understand that there are some problems there that they are working on. There is a new trend in competition among the dune buggies and that is short closed circuit races. These are usually held on private lands. There are two tracks in the Elsinore area, one is in Lancaster on the fairgrounds, another is the dragstrip in Fontana.

One thing I think everyone should keep in mind is that not everyone is physically capable of riding a horse or hiking. Use of the motorized vehicle is their only means of participation in the enjoyment of public domain lands and I don't feel that it is right that they should be penalized because of this. One thing I noticed is that almost every District Manager mentioned the vandalism problem. While desecration of this fragile desert and wildlife is regrettable there are millions of people making an invasion into this country and inevitably there are going to be some so called undesirables. Vandalism, ignorance and carelessness are all part of the problem that might be solved thru education. Education might achieve what restrictions fail to accomplish. The evidence of vandalism, ignorance and carelessness may be witnessed at any campground anywhere in the country and there are many places where off-road vehicles never appear yet still have this vandalism problem.

Another key to this overall solution might be involvement. If those that use the public lands are made to feel that, truly, the lands are your land and my land, they might take better care of the public lands, and therefore we fall back on education.

J. R. Penny: That's real fine, thank you, Tom. I have worked throughout most of the west and this is my first experience in working in a highly populated area and it has its advantages and disadvantages. I've been one that does not enjoy having to live in a metropolitan area, being a country boy myself, but I'm learning things. One of the things I've found out is that in California they have problems of people but also the people themselves are a resource. In California I find out that with this great resource of people you can find talent. I think that today we've seen an active display of that. Somebody referred to the genius of the Board, and this is so. More than that I see complete evidence of reasonableness in thinking. I think that this sort of thing breeds understanding of the total problem. Difficult as this problem is, I just can't help but have a feeling of enthusiasm that we're going to come out with something good. It's going to take a long time but I certainly feel that we're going to develop some procedures that are going to have a real lasting influence throughout the country.

Wednesday, June 4, 1969

J. R. Penny: Yesterday it seemed to me that we had a real fine discussion pointing out what some of the real problems involved in all the uses of the public land. And now, we start out with the idea of how do we go about resolving the problem and the real thing we have to tie to is the recreation regulations that were set forth by the Secretary of the Interior. So, with that, Don Halsey, of our State Office, who handles our branch of protection is going to tell about that.

OUTDOOR RECREATION REGULATIONS

by

DONALD G. HALSEY
Protection Specialist

Before I start I would like to preface my comments with some of the items you might want to refer to as I talk. One is the proceedings of the California Desert, pages 89 to 104, dealing with regulations. Another reference you may wish to have before you as I talk is the copy of the Outdoor Recreation Regulations, issued in January 1969. I propose to give you a little background about the regulations and their origin.

The people, through Congress, passed into law the Classification and Multiple Use Act in September, 1964, which was extended in 1967 for a period of three more years. This Act provided the Bureau of Land Management its first real opportunity to manage public lands and their minerals, forage, wildlife, wilderness, recreation and other resources. The Act authorized and directed the Secretary of the Interior to classify certain lands exclusively administered by the Secretary in order to provide for their disposal or interim management under principles of multiple use and to produce a sustained yield of the several products and services, and for other purposes. By Act definition, "Multiple Use" is the management of the various surface and subsurface resources so that they are utilized in the combination that will best meet the present and future needs of the American People. "Sustained yield of the several products and services" is the achievement and maintenance of a high-level annual or regular periodic output of the various renewable resources of land without impairment of the productivity of the land.

The Act directed the Secretary of the Interior to develop and promulgate regulations containing criteria by which he will determine which of the public lands shall be disposed or managed and how. "Regulations interpret an Act or Acts". The Outdoor Recreation Regulations of January 18, 1969 provide the broad base in implementing this Act as well as others such as the

Taylor Grazing Act and inherent power of the Secretary of the Department of the Interior to carry out management objectives set by Congress.

What led up to these regulations: Recreationists found the classification process a great boon. In area after area, the public has insisted on retaining and protecting isolated tracts and large blocks of public land for picnicking, fishing, rockhounding, camping, hiking, motorcycling, pack trips, hunting, water sports, and for other recreation attributes. They found little or no development to accommodate their needs. They did find with the accelerated recreation use of these lands that the public lands were being badly abused, streams polluted, trash scattered over the ground, and the lack of toilet and sanitation facilities created hazards to health. It was quite evident that the public land and its resources were suffering irreparable damage. It was and still is imperative that the recreation resource be brought under immediate protection and management in its proper perspective with the other public land uses, if the inherent recreational values and other values of the land are to be conserved.

The Outdoor Recreation Regulations which interpret laws as they pertain to recreation use, were published January 18, 1969 on an urgency basis to accommodate the growing recreation demands on public lands, to give guidelines for long-term management of primary uses, and to set procedures for handling new forms of outdoor recreation such as cross-country races and sports-car rallies. They were put out as broad guidelines before serious problems developed in the field. A major portion of the new regulations deal with off-highway use of motor vehicles. Four-wheel drive, trail bikes and other cycles, and balloon tired dune buggies can provide tremendous and fascinating family sport - in the right country. To recap, the recreation regulations of January 18, 1969 define multiple use management as it pertains to outdoor recreation and are designed to provide a basic framework for recreation use of the public lands. They will be expanded and refined as the Bureau continues to work with user groups to determine needs of the general public and those concerned with specific recreation uses. Working out the procedures to implement the outdoor recreation regulations is a further process of interpreting the management requirements of the Classification and Multiple Use Act of 1964, Wild and Scenic Rivers Act of 1960, and others, such as Taylor Grazing, Antiquities.

Those parts of the Outdoor Recreation Regulations most pertinent to off-road use are:

> Part 2236.2-4-Sports events, races and rallies -- Special land use permits for motor vehicle events and other outdoor events of a temporary nature which require large areas of land, are provided under this section, which includes bonding, maps, and stipulations.
>
> Part 6250 - Recreation Access -- Provides guidelines for the provision of access to the public lands. Included are regulations covering public use of roads and trails, and cross-country operation of motor vehicles on public lands. The regulations, where appropriate, provide for the establishment of site and areas for cross-country driving (where minimum restrictions apply), motor trails and closure of lands to motor vehicle use where necessary to protect resource and scenic values.

The regulations are conditioned in that management of the lands must protect the public and assure proper resource utilization, conservation, and protection. On this latter point, protection, there is one severe shortcoming to the outdoor recreation regulations. How to implement protection once use of a piece of land determined. They are unenforceable in the sense that the Park Service and Forest Service rules and regulations are enforceable. Rules and regulation violations for these public agencies may be punished as petty offenses before a U.S. Commissioner. There are many U.S. Commissioners scattered throughout California. The offenses are handled in the nature of misdemeanors in the way you would expect a Justice of the Peace to handle the problem, and very efficiently too. The Bureau doesn't have this enforcement tool ----thus the California State Advisory Board Resolution 3 on page 115 of the proceedings of their March 6-7, 1969 meeting:

> "The Secretary of the Interior shall make and publish such rules and regulations as he may deem necessary or proper for the use, management, and protection of the lands under the jurisdiction or control of the Bureau of Land Management and any person violating any of the rules and regulations so published shall be punished by a fine of not more than $500 or imprisonment for not

> exceeding six months, or both; and be adjudged to pay all costs of the proceedings. Any person charged with the violation of such rules and regulations may be tried and sentenced by any United States Commissioner specially designated for that purpose by the Court by which he was appointed, in the same manner and subject to the same conditions as provided for in Section 3401 (b) - (c) of Title 18."

Federal statutes can be used to prosecute trespassers where physical damage to property occurs, but not to a mere rule and regulation violator. State law enforcement officers, however, can enforce state law violations in the absence of Federal law. Even so, there are very few general type state statutes that apply to general recreation management, and in addition much of the public domain suitable for recreation is remote from state and local law enforcement facilities.

The Bureau cannot effectively implement and enforce the new regulations except through coordination, education, and cooperation with the general public and user groups. BLM is in the same position as any other Federal or State Agency in that the goodwill and cooperation of people (users) is vital to effective management. We cannot make it unless you people are behind us. Advice, recommendations, understanding, coordination, cooperation, help in legislation, management, development and implementation, necessary manpower and funding protect the public from hazards on the public domain.

> Part 6010 - General Program --
> Permitted and restricted activities on all public lands are defined in this section; included are: (1) the establishment of supplemental rules; (2) closure of lands where necessary; (3) the applicability of State and local laws to public lands; and (4) provision for identification and posting of lands.

J. R. Penny: Are there some questions that any of you would like to direct to Don. I know that there are many things about the regulations and legislation that we are probably going to get into in a lot more detail when you are considering them, because we think that there is a lot to be done, particularly on the legislative side.

Al Schiavon: There is one question I would like to ask Don. What has the Bureau ever done to amend the bill that was introduced to give the U.S. Commissioner authority to prosecute cases for petty theft, etc., on the Forest Service land and park land including the Bureau of Land Management? What have you done? This is an Act of possibly 4 years ago?

Don Halsey: Yes, this was when the Forest Service and the Park Service first gained the authority to take petty offense violations to the Board of U.S. Commissioners. The Bureau of Land Management wasn't included in the Act.

J. R. Penny: In the legislative processes we make certain recommendations to the Department and the Department makes recommendations to Congress as to what they feel is needed. Our enforcement needs are being reviewed. As it stands today we are dependent entirely on state and local enforcement.

Howard Harris: It seems to me that it isn't purely the function of BLM to ask for this but it seems to me that it concerns the citizen groups and organizations. This will probably be the way we are going to get it. I just had in mind that maybe when our Farm Bureau has its next convention and resolution, in fact we are holding a resolution hearing this month, we can put that on the agenda so that when it comes up this can be part of our legislative program. It seems to me that if each organization would do that, this is the way you get it done. I think that typically government agencies are frowned upon by legislators figuring, well, now here is a Bureau that wants to be bigger and better. I think it takes citizen support and organization support.

J. R. Penny: As one of the Secretary of the Interior's employees, I really would have no comment on that part.

Well, we have expressed ourselves on this and our recommendations are a matter of record in the Desert Study and we have pushed it, but, of course, that was a report that was a recommendation to the Secretary and beyond that we don't go.

Howard Harris: We meet with out Congressman periodically. We have a day with our Congressman from all our memberships throughout the country and this is the way I think it would be handled.

J.R. Penny: A short time ago we set up a position in our office as a program planner, whose job it was to coordinate the programming and planning functions of all of our activities in the state. He is the man who has the knowledge of what the Bureau's latest ideas on planning are. Also, what their policies are and the procedures. It is extremely complex, one that is very far reaching, and I think it is going to work very well, but it's an approach and we'd like to show you, so if you would, Jesse, come up and give them an outline of our planning system.

PLANNING SYSTEM PRESENTATION

by

JESSE R. LOWE
Program Development Office

Mr. Penny requested that I present to the council a brief statement from a non technical standpoint some of the concepts and components included in our Bureau Planning System. The System might provide some ideas for dealing with the problems and management of off road vehicle use.

Yesterday we heard some pretty wonderful things said about our natural resources and we also heard some fairly disastrous statements of uses now being made of these resources. It was interesting for me to note that in a six hour discussion this group brought out most of the problems and salient points that would have to be considered in planning for off road use. The only problem was that if the District Managers wanted to use this information as guidance in developing a plan, it would resemble a shotgun pattern of ideas. Realizing the complexities and interrelationships involved in resource management, we in the Bureau know that a systematic approach to planning is required in order to consider all aspects of resource uses and values. The Bureau basically has two types of planning. One is the individual resources functional planning that is necessary for the operation of our various programs such as forestry, range, and watershed. This type of planning has been going on for probably 35 years in the Bureau. Allotment management plans, wildlife habitat plans, master recreation plans and timber harvesting plans fall into this category. With the passage of the Classification and Multiple Use Act a requirement was established for bringing together all resource planning to determine the overall effect of decision making on specific areas. No single resource can be fully utilized without having an adverse or detrimental effect on some other resource. This integrated type of planning has been termed by the Bureau as Management Framework Plans.

To begin with we have laid out a fairly simple diagram for following the sequence of requirements within the system (refer to attached chart). Our first consideration is to define the boundaries of the area in which we are interested. Normally the Bureau does its planning within units which are designated subdivisions of the district. However, the system has flexibility wherein areas of any size required to resolve specific problems or to analyze particular resource demands and uses can be established. For instance, where the construction of large water developments are proposed, such as the Helena and Dos Rios Reservoirs, we set up boundaries which include the entire watershed for conducting impact studies. It follows, then, that areas receiving off road use would first have to be identified.

Our second consideration would be to determine planning objectives or to define the problems for which a framework plan is being developed. In this instance we would identify our objective of resolving the problems of off road use as related to all other resource values and uses.

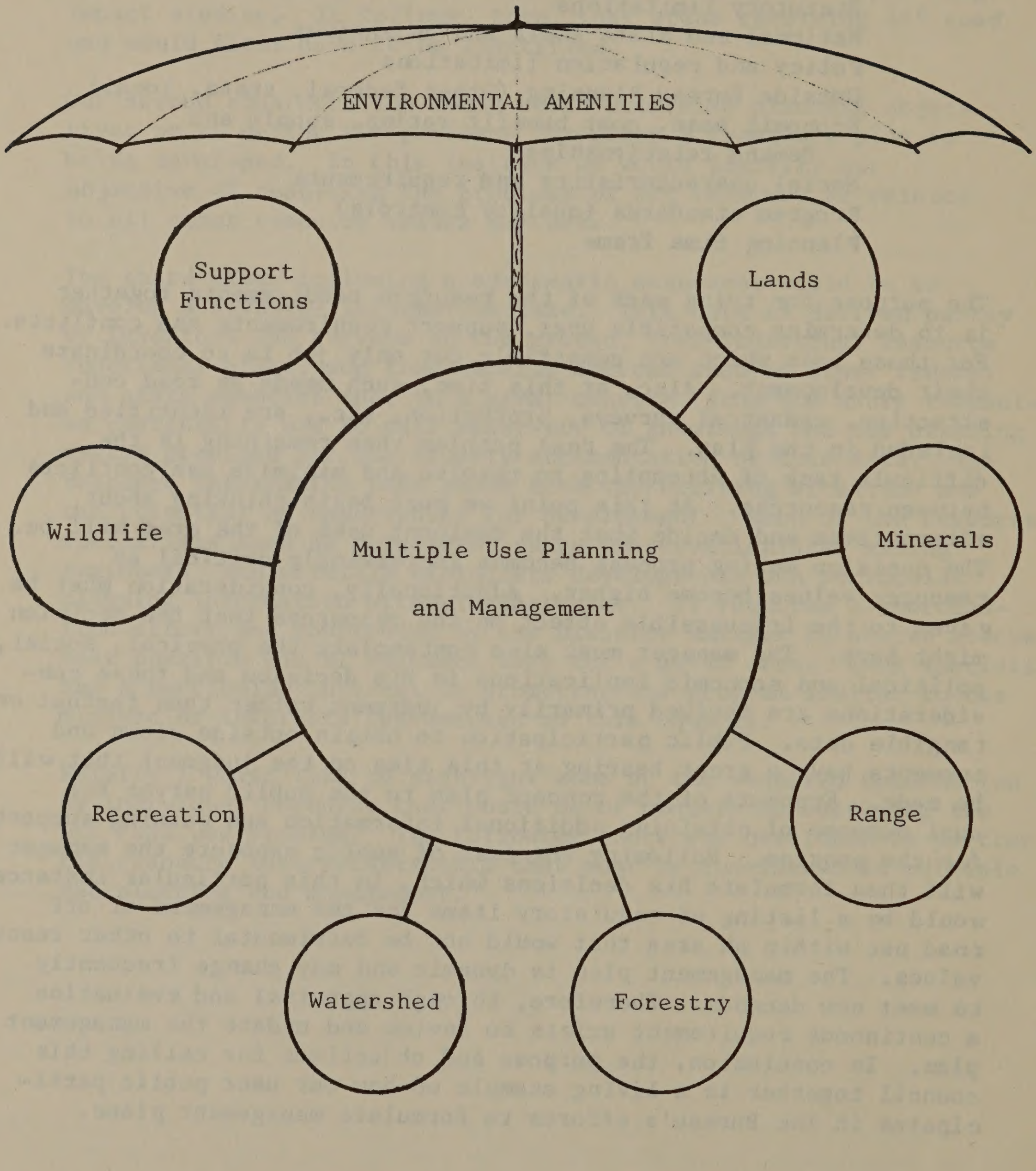
The third item, following a systematic sequence, would be to develop a resource information base. This data is derived partly by inventory and surveys on the ground, from individual resource functional plans, and from outside sources such as other federal and state agencies and, to a great measure, from the users themselves. We continually add to this reservoir of knowledge and the planning system provides for the orderly documentation of this data. The resource information base shows both the existing situation and the potential or opportunity for development. Each of the resource specialists such as foresters, range conservationists, mining engineers, and wildlife biologists develops his own particular planning information without constraint. It requires a coordination effort and compromise by the District Manager to arrive at the best possible mix of resource uses for a given area. Each specialist has a particular interest in promoting his program similar to the mixture or interests represented on this council.

Briefly I would like to highlight some of the required information by individual resource that would be of concern in resolving the off road use problem. The following chart was developed to portray the resource interrelationship that must be considered in multiple use planning and management.

Reference is made again to the attached planning diagram. After an independent analysis is made of each resource, certain constraints, limitations, and controls must be applied before merging these together into a concept plan. These are as follows:

- Statutory limitations
- National and state goals and objectives
- Policy and regulation limitations
- Outside Bureau Planning (Other federal, state, local)
- Economic base, cost benefit ratios, supply and demand relationships
- Social characteristics and requirements
- Program standards (quality controls)
- Planning time frame

The purpose for tying each of the resource requirements together is to determine compatible uses, support requirements and conflicts. For those uses which are compatible our only job is to coordinate their development. Also, at this time, such needs as road construction, cadastral surveys, protection, etc., are identified and included in the plan. The real problem then remaining is the difficult task of attempting to resolve and minimize use conflicts between resources. At this point we must begin thinking about alternatives and decide what the dominant uses of the area will be. The decision making process becomes increasingly critical as resource values become higher. Additionally, consideration must be given to the irreversible effect on the resources that the decision might have. The manager must also contemplate the physical, social, political and economic implications in his decision and these considerations are derived primarily by judgment rather than factual or tangible data. Public participation to obtain outside views and comments have a great bearing at this time on the judgment that will be made. Exposure of the concept plan to the public serves the dual purpose of obtaining additional information and gaining support for the program. Following the test of public exposure the manager will then formulate his decisions which, in this particular instance, would be a listing of regulatory items for the management of off road use within an area that would not be detrimental to other resource values. The management plan is dynamic and may change frequently to meet new demands. Therefore, through appraisal and evaluation a continuous requirement exists to review and update the management plan. In conclusion, the purpose and objectives for calling this council together is a living example of how our user public participates in the Bureau's efforts to formulate management plans.


ENVIRONMENTAL AMENITIES
Support Functions
Lands
Wildlife
Multiple Use Planning and Management
Minerals
Recreation
Range
Watershed
Forestry

RESOURCE INFORMATION HIGHLIGHTS

Lands Resource

Ownership Land Pattern

BLM Lands

- A) Classified for multiple use management
- B) Classified for disposal
  - Urban and suburban expansion
  - Residential
  - Commercial
  - Industrial
  - Agricultural
  - Public Purposes

Minerals Resource

Inventory

- A) Identify active mining operations
- B) Identify areas of known potentials
- C) Identify indicated Mineral Resource Areas

By product determine areas of

- Leasable minerals i.e. oil and gas
- Saleable minerals i.e. sand and gravel
- Locatable minerals i.e. gold and silver (Mining claim or mineral patent)

Mineral Production Statistics

Range Resource

Vegetation inventory

Allotments or lease areas

Class and number of livestock

Seasons of use

Grazing systems - Grazing capacity

Dependency on Public Domain

Improvements such as forage development projects, fences, water, etc.

Forestry Resource

Timber inventory - type, quantity, location

Delineate timber production area

Delineate protection areas - recreation, wildlife, watershed, low production

Sustained yield - allowable cut - demand relationships

Cutting practices and marketing areas

Site quality and regeneration

Silvicultural and reforestation practices

Watershed Resource

Climatic analysis

Soil survey

Topographic information

Erosion survey

Protection and frail land area identification

Treatment and structural practices

Water holding capacity - yield, quality, sedimentation rates

Recreation Resource

Inventory by general types

- Scenic zone and corridor areas
- Wilderness - Primitive - Natural areas
- Historic - Antiquity - Scientific sites
- Wildlife and fish species
- Camping - picnic sites
- Water base areas
- Plant and mineral collecting
- (Off road vehicle use)

Visitor data - amount and season of use

Travel influence zones

Wildlife Resource

Habitat Inventory

Determine areas, number and season of use

- Big game
- Upland game
- Waterfowl
- Fish

Degree of habitat utilization

Habitat development projects

Amount of people use for:

- Sport harvest
- Nonconsumptive use
- Commercial harvest

SUPPORT FUNCTIONS

Cadastral Surveys

- Land control - orginal and resurveys
- Ownership boundaries
- Trail marking

Transportation System for public access and resource management

- Developed roads and trails
- Physical and legal access

Fire Protection

- Fuel types
- Incidence - Hazard Season - Cause
- Capability - forces, facilities, travel distance

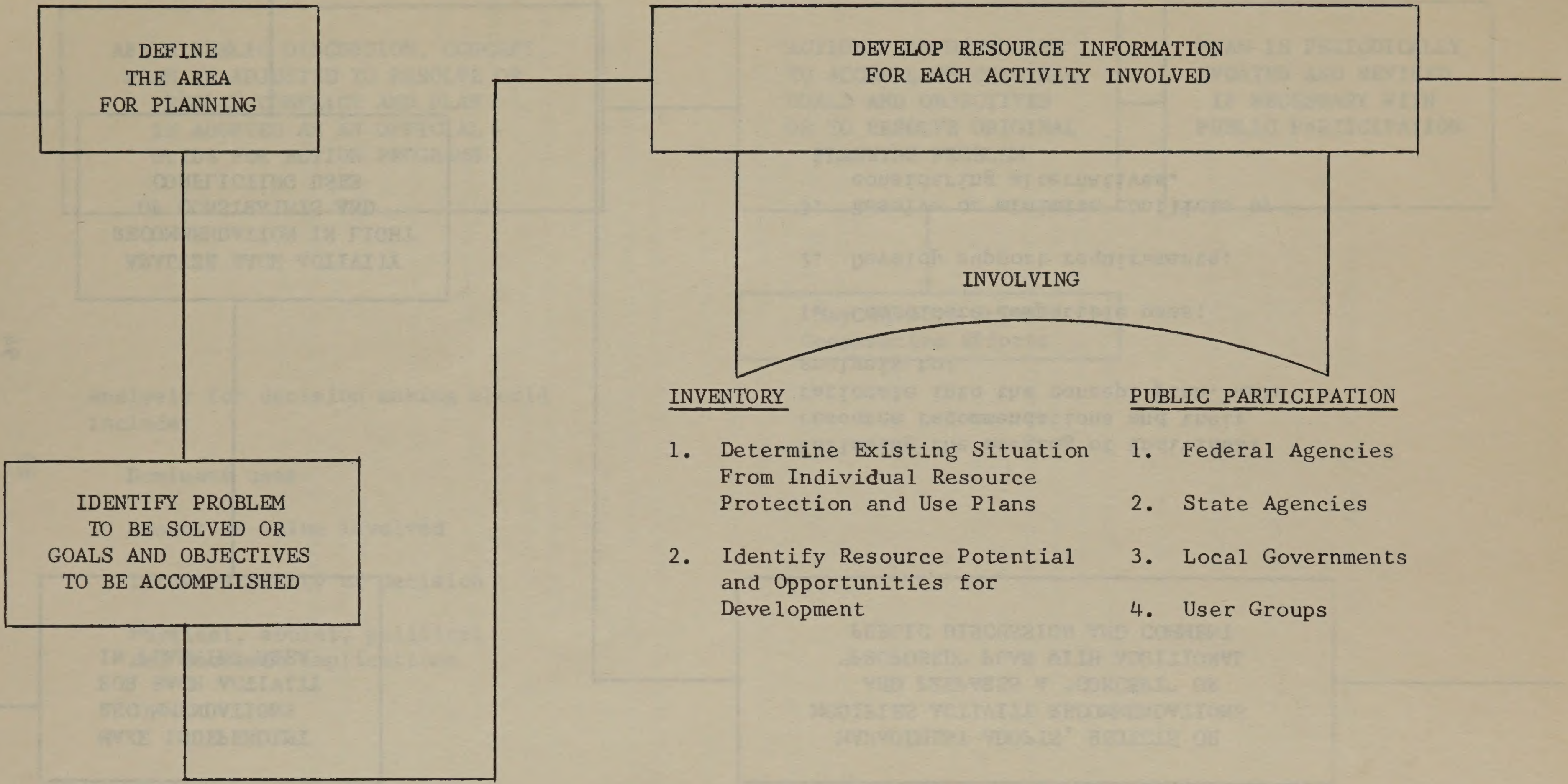
ENVIRONMENTAL AMENITIES

Overriding Considerations for all Programs

Environment Protection and Enhancement

- Protection - Open space
- Natural beauty
- Rare and endangered biological life
- Public hazards i.e. mine shafts
- Prevention - air pollution
  - water pollution
  - noise pollution
  - land pollution
  - depredation - wildlife
- Restoration - damaged areas

PLANNING SYSTEM


DEFINE THE AREA FOR PLANNING
IDENTIFY PROBLEM TO BE SOLVED OR GOALS AND OBJECTIVES TO BE ACCOMPLISHED
DEVELOP RESOURCE INFORMATION FOR EACH ACTIVITY INVOLVED
INVOLVING

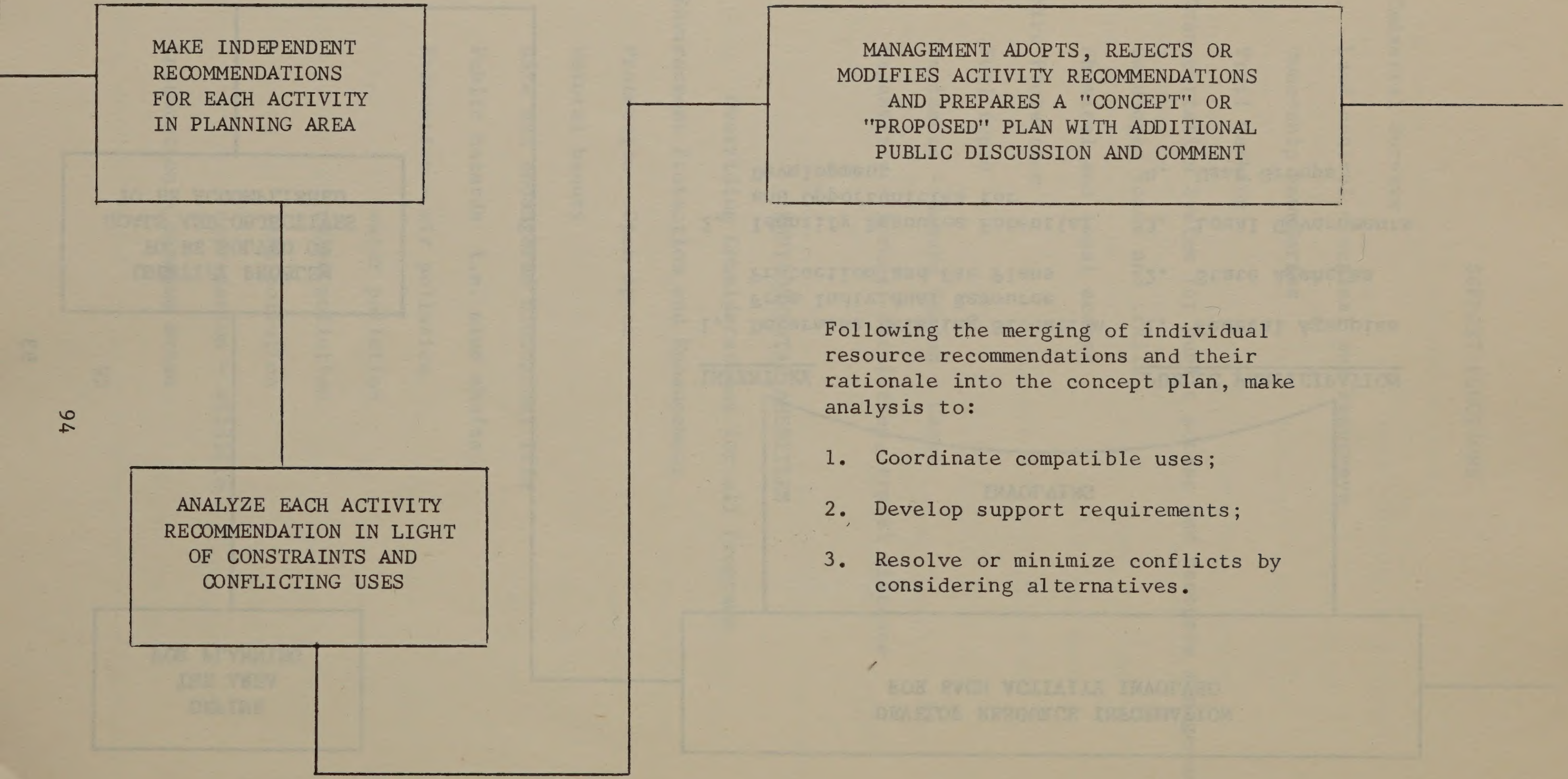
INVENTORY

1. Determine Existing Situation From Individual Resource Protection and Use Plans
2. Identify Resource Potential and Opportunities for Development

PUBLIC PARTICIPATION

1. Federal Agencies
2. State Agencies
3. Local Governments
4. User Groups

APPROACH FOR RESOLVING



MAKE INDEPENDENT RECOMMENDATIONS FOR EACH ACTIVITY IN PLANNING AREA

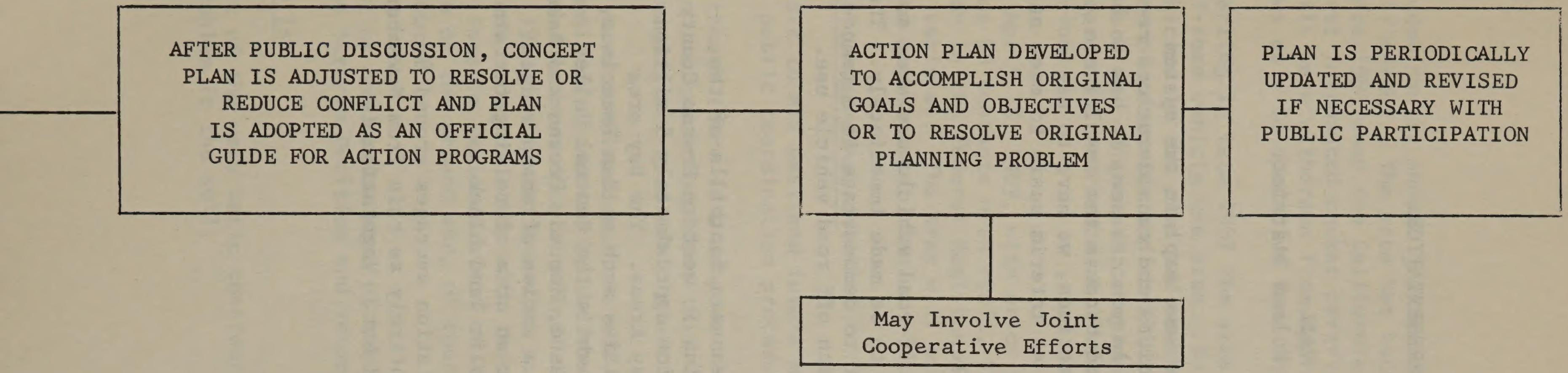
ANALYZE EACH ACTIVITY RECOMMENDATION IN LIGHT OF CONSTRAINTS AND CONFLICTING USES

MANAGEMENT ADOPTS, REJECTS OR MODIFIES ACTIVITY RECOMMENDATIONS AND PREPARES A "CONCEPT" OR "PROPOSED" PLAN WITH ADDITIONAL PUBLIC DISCUSSION AND COMMENT

Following the merging of individual resource recommendations and their rationale into the concept plan, make analysis to:

1. Coordinate compatible uses;
2. Develop support requirements;
3. Resolve or minimize conflicts by considering alternatives.

RESOURCE USE PROBLEMS


AFTER PUBLIC DISCUSSION, CONCEPT PLAN IS ADJUSTED TO RESOLVE OR REDUCE CONFLICT AND PLAN IS ADOPTED AS AN OFFICIAL GUIDE FOR ACTION PROGRAMS
ACTION PLAN DEVELOPED TO ACCOMPLISH ORIGINAL GOALS AND OBJECTIVES OR TO RESOLVE ORIGINAL PLANNING PROBLEM
PLAN IS PERIODICALLY UPDATED AND REVISED IF NECESSARY WITH PUBLIC PARTICIPATION
May Involve Joint Cooperative Efforts

Analysis for decision making should include:

Dominant uses

Amount of value involved

Irreversibility of decision

Physical, social, political and economic implications

PANOCHE AREA PRESENTATION

by

DELMAR D. VAIL
District Manager, Folsom District

You have heard Russ Penny and Jesse Lowe explain the system used for decision making and the points and considerations reviewed before a decision is made. As you can see, it has to be a very orderly and systematic method because the results are far reaching and long lasting. Sometimes, we have to use a modified version of this system on an interim basis to meet an emergency situation.

The Panoche Hills is such an example.

These hills became such a popular off-road vehicle use area so quickly that interim decisions had to be made immediately. The interim decision and plan I'm about to demonstrate is a temporary measure and deals primarily with off road vehicle use.

General:

The Panoche Hills are part of the eastern foothills of the Diablo Range of the coastal mountains in western Fresno County. This area is within 3 hours drive for approximately 5 million people in the Central Valley and Bay Areas. The Bay area includes such large metropolitan cities such as San Francisco, Oakland, San Jose and Santa Clara, while the Central Valley includes Sacramento, Stockton, Modesto, Merced, Fresno and Bakersfield. Generally, these hills are a series of sharp ridges divided by deep canyons, except for an area of rolling terrain on the northwest portion of the public land block.

The climate is semi-arid. Precipitation averages around 8 inches annually and comes almost entirely as rain from November through April. Summers are dry and hot. Vegetation is predominantly annual grasses and forbs and native perennial half shrubs. The area has become a prime upland game area, since 1953 when the California Department of Fish and Game first introduced chukar partridges. In 1961 the Panoche Hills were withdrawn from appropriation under the public land laws as a Co-operative Game and Land Management Area.

Starting in late 1967 the area rapidly became popular as an off-road vehicle use area. By the spring of 1969 the use of vehicles in the area had reached such proportions that destruction of resources and conflicts with other uses reached an all time high. There was concern for the upland bird nesting areas and disturbance of livestock during lambing and lactation periods.

On April 18, 1969, with prior public notice which included some 60 contacts with radio, TV, newspaper, as well as publication in the Federal Register, the area was closed temporarily to vehicles. The area will be opened on July 7, 1969 and we need a management plan.

Public Coordination:

Basic to all past and future management decisions in the Panoche is public coordination procedures.

Although there is a manpower limit to how much public coordination we can accomplish, this has still been our major tool in managing off-road vehicle use in the Panoche.

We have developed actions and procedures through a public lands committee sponsored by the county government. Much coordination has been done with individual clubs of all types starting in 1965. Affected agencies have been consulted as have other users. Coordination with these groups has been a major factor in interim implementation of the regulations, in managing the use on the ground and, of course, in temporarily closing the Panoche.

Let us now review some of the particular points that led us to the Interim Decision and temporary plans.

Soils:

One of the very basic considerations in any land management problem is the soil.

As shown by the projection there are two general soil types in the Panoche Area. The principle difference is in topography rather than actual soil composition. One type is on 15-30% slopes, and the other is on 50-70% slopes. They are moderately to extremely erosive, depending on the degree of slope.

Vegetation:

Vegetation in this area has been placed in two broad vegetative types, with many variations or species combinations in the types. The yellow on the projection is by aspect a browse type, with a moderate to heavy overstory of low growing shrubs, and an annual grass and forb understory.

The green on the overlay is by aspect dominated by annual grasses and forbs. There are a few low growing shrubs throughout the grass type.

Grazing:

Grazing of livestock began approximately 100 years ago. There are currently seven grazing leases and one unleased area in the Panoche Hills. Inside the lease boundaries are also privately owned base lands used in conjunction with the leases. The six northernmost leases are used exclusively by sheep.

The two leases on the south are grazed by steers.

Twenty one thousand (21,000) sheep and 500 steers use the area between January 15 and May 31. The steer leases receive some light use throughout the remainder of the year. These annual grasslands produced heavy gains on both types of livestock and are an important economical factor to the local community.

Wildlife:

Very few deer inhabit the Panoche Hills, but the area is prime upland bird country, having valley quail and chukar partridges.

A six year study completed in 1962 by California Division of Fish and Game on this immediate area showed that it takes four acres to produce one bird. It also showed that one of every five birds produced is bagged by the hunter.

The study revealed that approximately 8,000 birds populate the Panoche Hills of which some 1,600 are harvested annually by the hunter.

Other studies conducted on the area have shown the fall kill is directly proportional to spring production of young birds. Over a seven year period production has averaged 1 juvenile quail and three juvenile chukar to each adult bird. Average kill over the same seven years has been $2\frac{1}{2}$ quail and $\frac{1}{2}$ chukar per hunter/per day. In 1968 there was one juvenile quail produced for each ten adult birds and 1 juvenile chukar produced for every 25 adult birds. Hunter success was 2/3 quail and 1/10 chukar per hunter/per day.

How much of this drop was due to disturbance during nesting and brood rearing is not known, but the coincidence is there, and the problem deserves intense consideration in management of the area.

Minerals:

Minerals in the Panoche Hills are rather unimportant. You can see from the projection that mineralization on the public land is confined to a small area of short fiber asbestos, and a small area of gypsum. There is no active mining but there are some claims in the asbestos area on the western edge of the block.

Improvements:

Resource conservation in the Panoche Hills is dependent upon control and management of land uses. Damage to the soils and topography does occur when the use is concentrated. Intensive improvement or restoration is virtually unfeasable due to severe topography and climate.

BLM improvements consist of two fences constructed primarily to separate sheep and cattle use areas, dry land test plots and test seedings in co-operation with Agricultural Research Service, the University of California, and Department of Fish and Game.

In addition, the Department of Fish and Game in cooperation with BLM have developed some small seeps and springs, and constructed several guzzlers at strategic locations throughout the area. They have also constructed several small dams or gully plugs in deep drainages to collect sediment and promote the growth of browse plants for game cover and food.

History of Vehicle Use:

The prime consideration of this committee is off-road vehicle use, so let us trace the history of such use in the Panoche

Hills.

There has been some off-road vehicle use in the area since the late 1950's. Up until 1967 this use was concentrated on private lands near public roads. In 1967 the Central California Trail Riders Association held their first racing events in the area.

This group laid out a 14 mile trail for the two day event. The group was well organized and well disciplined. They stayed strictly on their trail and the main roads. When they left, they cleaned the camp area thoroughly and reseeded it and the erosive slopes on the trail.

The events were closely observed by BLM and the Department of Fish and Game and grazing lessees in the area. Although these events caused soil disturbance and some damage to vegetation, the area of damage was confined to the campsite and a narrow trail.

The event was repeated in the spring of 1968. The same trail and camp being used. The event was again well planned in advance and the damage to the area was comparable to the previous year. Sheepmen cooperated by pulling their bands back from the trail for the two day affair.

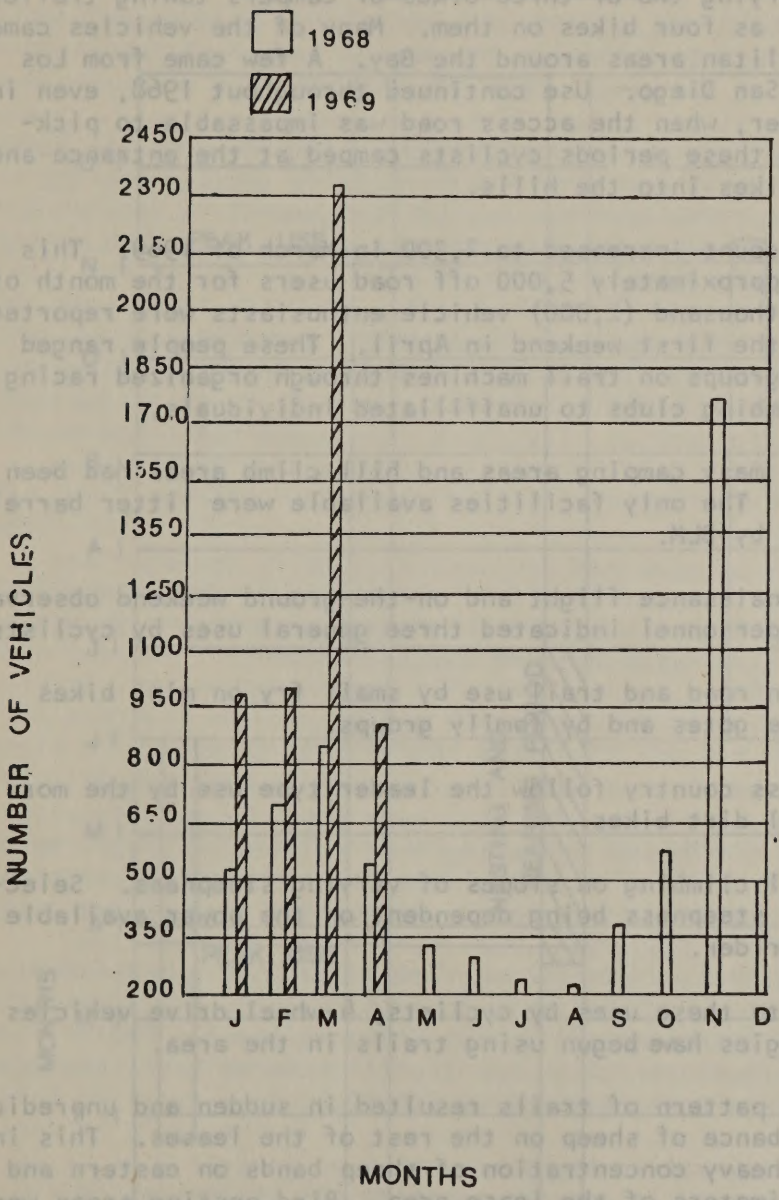
The meet was not repeated in Panoche in 1969 because of growing conflict with uncontrolled use of the area and the trail by dirt bikes. What brought this conflict about?

Late in 1967 all remaining open areas of private land were either fenced or posted and patrolled by private guards and sheriff's officers against trespass by vehicles. The affected sheriff's departments directed off-road vehicle users into the Panoche Hills via the BLM access road.

For the remainder of 1967 and during the early part of 1968 vehicle use was confined to a comparatively small area north of the Panoche Access Road on the northwest corner of the Panoche block of public land. This initial off-road use was principally by dirt bikes.

As the area became better known, use by all types of vehicles including 4-wheel drive and dune buggies increased. The principal increase, however, was in the use of two-wheeled vehicles of all types.

VEHICLE USE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MONTHS

Vehicle Use:

In November of 1968, 1,750 vehicles crossed the traffic counter at the entrance, on their way into the Panoche Hills. Weekend observations revealed that many of these vehicles were either pick-ups carrying two or three bikes or campers towing trailers with as many as four bikes on them. Many of the vehicles came from metropolitan areas around the Bay. A few came from Los Angeles and San Diego. Use continued throughout 1968, even in stormy weather, when the access road was impassable to pick-ups. During these periods cyclists camped at the entrance and rode their bikes into the hills.

The vehicle count increased to 2,300 in March of 1969. This then means approximately 5,000 off road users for the month of March. Two thousand (2,000) vehicle enthusiasts were reported in the area the first weekend in April. These people ranged from family groups on trail machines through organized racing and hill climbing clubs to unaffiliated individuals.

By this time many camping areas and hill climb areas had been established. The only facilities available were litter barrels placed there by BLM.

Aerial reconnaissance flight and on-the-ground weekend observation by BLM personnel indicated three general uses by cyclists.

1. Main road and trail use by small fry on mini bikes and tote gotes and by family groups.

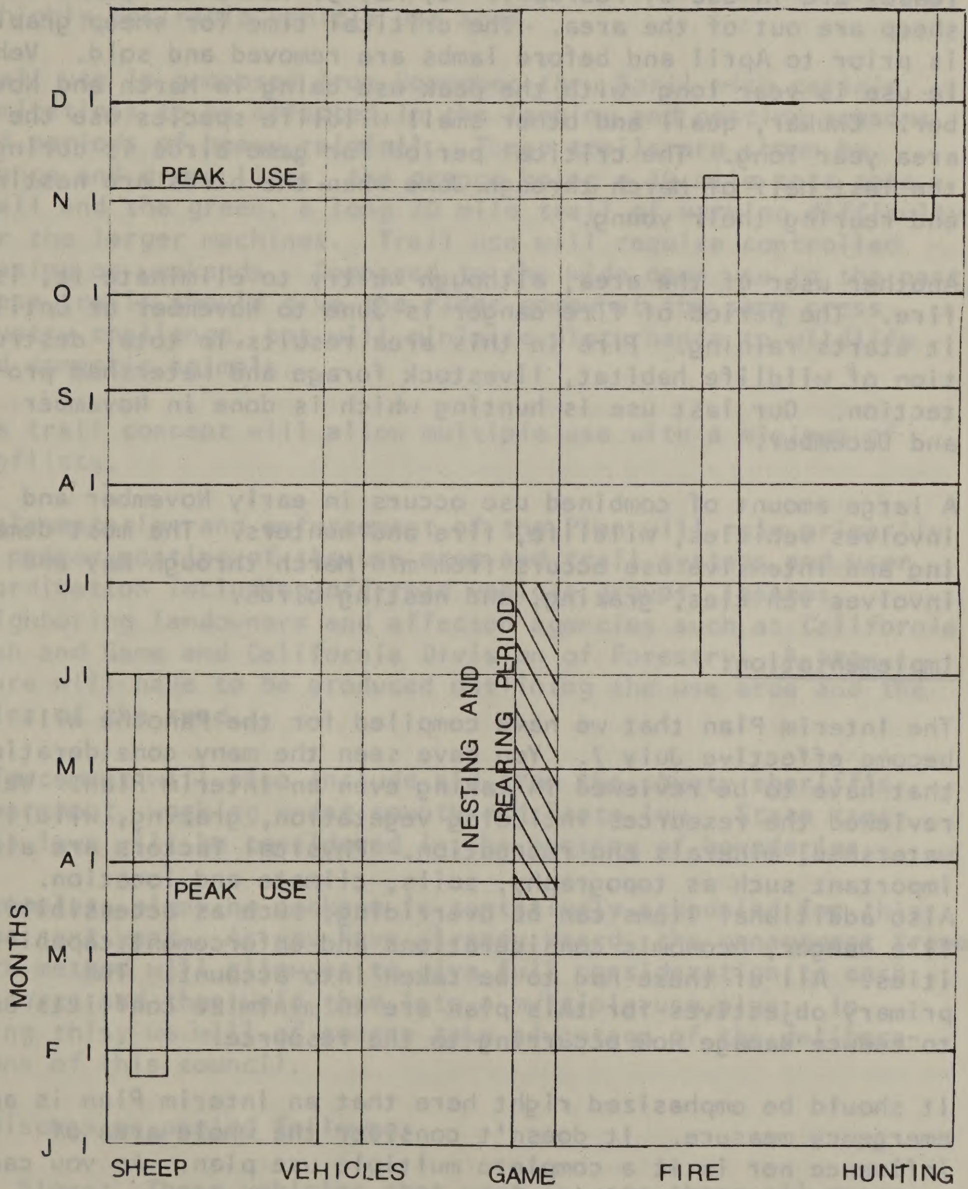
2. Cross country follow the leader type use by the more powerful dirt bikes.

3. Hill climbing on slopes of varying steepness. Selection of steepness being dependent on the power available to the rider.

In addition to these uses by cyclists, 4-wheel drive vehicles and dune buggies have begun using trails in the area.

The shot-gun pattern of trails resulted in sudden and unpredictable disturbance of sheep on the rest of the leases. This in turn caused heavy concentration of sheep bands on eastern and southern perimeters of the lease area. Bird nesting areas were disturbed throughout. This was especially severe in the intensive use area and where trails entered and crossed drainages adjacent to or directly in nesting habitat.

USE PERIODS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MONTHS
PEAK USE
PEAK USE
NESTING AND REARING PERIOD
SHEEP
VEHICLES
GAME
FIRE
HUNTING

Use Periods:

This bar graph shows use periods of the various Panoche land users. The graph does not show the intensity of use. I will point the periods of peak use by each user.

Sheep start using the area in January, and in most years all leases are in use by February. By May 31 in normal years all sheep are out of the area. The critical time for sheep grazing is prior to April and before lambs are removed and sold. Vehicle use is year long with the peak use being in March and November. Chukar, quail and other small wildlife species use the area year long. The critical period for game birds is during the last half of March through June when the birds are nesting and rearing their young.

Another user of the area, although we try to eliminate it, is fire. The period of fire danger is June to November or until it starts raining. Fire in this area results in total destruction of wildlife habitat, livestock forage and watershed protection. Our last use is hunting which is done in November and December.

A large amount of combined use occurs in early November and involves vehicles, wildlife, fire and hunters. The most demanding and intensive use occurs from mid March through May and involves vehicles, grazing, and nesting birds.

Implementation:

The Interim Plan that we have compiled for the Panoche will become effective July 7. You have seen the many considerations that have to be reviewed in making even an Interim Plan. We reviewed the resources including vegetation, grazing, wildlife, watershed, minerals and recreation. Physical factors are also important such as topography, soils, climate and location. Also additional items can be overriding, such as accessibility, fire danger, economic considerations and enforcement capabilities. All of these had to be taken into account. The primary objectives for this plan are to minimize conflicts and to reduce damage now occurring to the resource.

It should be emphasized right here that an Interim Plan is an emergency measure. It doesn't consider the whole area of influence nor is it a complete multiple use plan. As you can see it has emergency objectives.

Our Interim Plan is shown with these multi-colored shades and lines. The area in yellow is our proposed off-road vehicle use area. This reduction of the original intensive use area outlined in blue was made to put the vehicles on more suitable soil types and thereby minimize erosion and vegetative loss. Also this area is not leased for grazing, can be reasonably protected from fire, contains no wildlife improvements and is a highly desirable vehicle use area.

Trail use is proposed from November thru April with certain . limitations to be affected in the lambing and nesting seasons and periods of heavy rainfall. These trails are shown by orange and green lines, the orange being a 14 mile tote gote trail and the green, a long 20 mile trail of varying difficulty for the larger machines. Trail use will require controlled grazing on weekends. Compared to the wide open use in the past, these trails should give the rider somewhat the same cross country challenge, but will minimize disturbance to wildlife and domestic animals.

The trail concept will allow multiple use with a minimum of conflicts.

Implementation and enforcement of the Plan will rely primarily on proper posting of the use area and trail systems and user coordination including off-road vehicle groups, lessees, neighboring landowners and affected agencies such as California Fish and Game and California Division of Forestry. A brochure will have to be produced outlining the use area and the rules of the road.

Enforcement will also include aid from the county sheriff's department, working under county and State law. State trespass laws will be considered in the posting of boundaries.

A complete planning package is tentatively scheduled for this area next year. As you have already heard, the management framework method will allow us to give full consideration to each resource and then weld them into a multiple use plan. In doing this, we will of course take advantage of the deliberations of this council.

A discussion period followed:

Mr. Sloan: These vehicles that went in, are these all motorcycle equipped trucks, or are there hunters and sheep and cattle people included or what?

Mr. Vail: There would also be sightseers, hunters, lessees etc. There is no way to break it down as to what position each would amount to.

Mr. Talbot: I go in about every other day. It should be pointed out that this is a deadend road. You go in there and you have to come back.

Mr. Holden: I think it's a good idea to bear in mind that this is about 90 to 95% weekend use. What you're actually talking about is 500 vehicles per weekend rather than 70 cars a day.

Mr. Holden: I'd like to ask the bike people - when you look at some of these hill climbs or trails, how long do these remain useful, I mean after the rutting and the powder starts generating, and so forth - how long are you people going to be interested in using this particular trail?

Mr. MacMurphy: This Panoche area was seeded twice by different groups, the following year you couldn't even tell that there had been a bike over that particular area. It will bring itself back.

Mr. Holden: You must have more rain up here than you do have south. I think this is an important thing because I think many people are concerned - Fine you set aside an area, but when you get tired of it, you have it all rutted up and unusable to your purpose, then the pressure is on to move to another area and this is the thing that is of great concern to those that are more preservationist minded is how long will an area last before you want another area.

Mr. Sloan: If we ride a trail normally, we hit it once and are back a year later and maybe twice that year, and just that small amount of use will allow it to come back sufficiently well. This is an ideal situation in that it is a small enough area that you can put in a test program and come up with solutions that have worked out quite well in the Panoche area, but if we tried to apply this generally throughout the state we would be compounding the problem.

Mr. Talbot: I think we should bear in mind though that a 20 mile trail is not necessarily a small area. This is what I wanted to ask Del - what ideas do you have as far as patrolling that 20 mile trail ... as far as manpower or what have you?

Mr. Vail: We do not have the manpower or funds to enforce regulations on back-trail riding.

Mr. Sloan: The southern California people, I think, have worked out something very interesting that might be helpful in your comment. The trail riders at some of the national parks where they have worked with the rangers have gone in and rebuilt these trails...it has been a self controlling thing.

Mr. Talbot: I'm not talking of road use. I'm talking of keeping these people on the trail. If you have 500 men up there and there can be 490 of these fellows who are doing a perfect job and being very responsible people. But 10 of them can throw the whole thing, and a trail like that without proper enforcement is no trail at all. Getting to Mac's answer as to this being an easy thing to solve, I know areas up there that to get vegetation back on those slopes it's going to take many, many years and a lot of effort on those really steep, steep slopes. It's no easy thing. You're just not going to go up there and throw a little seed on it and say well, next year it's going to be green and pretty, because it's an impossibility.

Mr. Harris: What will happen on those real steep slopes? You will probably see no grass growing on it for the next 100 years or so. If there is a demand for intensive use you just say, well, we're going to sacrifice this hill for this use. But, if you can concentrate the area rather than just broadcasting, I think this is what you're going to have to do. I don't think that you're ever going to say, well, let's find a situation ideally where there will be no destruction. I think that where you have intensive use there is destruction. About all you can do in there is to keep it to this little area, there are very few places that you don't destroy something by intensive use. I think what it amounts to is that where there is going to be too much abuse then you're going to have to have closures. That is about the only way we can enforce it.

Mr. Cloyd: I can understand this season of use. Now, it seems to me that you would have much better control if the trail, for instance, that opens up a lot of country, is only used by recognized groups.

Mr. Vail: The problem there is enforcing it, again, if you open it up to one group it is practically impossible to preclude other users.

Mr. Cloyd: This is the problem you have in enforcement, but groups will police themselves to some extent, if they're a recognized group. But where just anybody can go in there, and this is where a lot of the problem is, that is really not a recognized group, just where there are 3 or 4 guys on bikes go out and just start running around all over the country. This is where your problem is.

Mr. Edwards: This is just one lever you can use for education. You can say now this area is to be used by organized groups because they take care of what they use.

Mr. Sloan: I am in an organized group; now we've run this hassle constantly, we are made up of X number of clubs in District 37. We have people who do not want to belong to a club.

Mr. Penny: When you get into this situation, then you get into the proposition that these are public lands.

Mr. Sloan: That's right! It's a public land and it's usable to all, and even though I disagree with the individual doing this I still agree with his right to do it, or to get out to use the land.

Mr. Edwards: I agree with his right to do it as long as he recognizes the other uses.

Mr. Sloan: There is the one philosophy, however, that your planning people and even the managers are going to have to take into very,very serious consideration, and that is the comparison of the Panoche versus other areas. When we administer the Panoche area we're going to have to be very cautious that it is not set up as the panacea or the pattern to follow throughout the state because you have completely different situations.

Mr. Harris: Ron's point is well taken. I certainly hope that I made the point clear that there should be some local administration. Because you couldn't take the Panoche soils and apply them elsewhere. Just like the New Idria area that we're talking about developing southeast of this area. It's an entirely different geological thing. The soil is sterile, by reason of high magnesium content. No grass grows, so it doesn't support the game and the livestock, so nobody leases it, so right there within just a few miles you have this difference. I think that this is true and it's also the reason why I think we should have the maximum amount of participation at the local level in evaluating these things.

Mr. Sloan: Well, they're to be complimented. I followed Howard's progress by telephone and via you people and for what they've accomplished in the area and it's still not completely settled, obviously, there's some ways to go, but it worked out in an ideal fashion.

Mr. Penny: Well, I think that is right, and I think again our discussion here has pointed out very well that when we think about all the uses, that these uses vary, in many respects by different locations; we are talking about general procedures, and they have to be done locally according to the local situation, the local knowledge and local participation.

Mr. McMurphy: I'd like to add one thing here, too, if the New Idria is opened up and this is going to relieve pressure from the Panoche, what I was wondering is if the amount of traffic could be cut maybe half or so by opening a new area.

NOMINATION OF OFFICERS

J. R. Penny: I want to continue on here later in terms of how you people do fit into this whole planning process, not only the planning, but other parts of it. However, I think I might hold that up a little bit in order for you to entertain any motions you might have now for the organization of the Board.

Beula Edmiston: I think that we do all come here with ideas, concern, capability. As I have observed this group, one person above all of the rest of us has had experience working in with representative groups toward solutions, not having found final solution, but working toward it, therefore, I would like to place the nomination for Chairman the name of Howard Harris.

J. R. Penny: The name of Howard Harris has been set up for nomination. Do I hear a second?

(No further nominations, Harris' nomination seconded. Motion that nominations be closed).

Howard Harris: Thank you for the confidence. I hope that I might prove worthy of it. It's going to be an interesting challenge and I'll certainly try to be worthy of the office.

George Strauch: Don't we elect a vice-chairman here, today?

Howard Harris: Nominations are in order for a vice-chairman.

George Strauch: Well, I would like to say a few words. I've sat here analyzing the group and I've broken them down into four types of people or groups within groups. Prime users are off the road vehicles such as Ron's group, Jack's group, McMurphy's group and the Dune Buggys over there. Then we have the conservation groups at the other end of the scale. Then we have the people who are making economic use of the land such as the cattle and sheep people. Then we have other groups like the mineral groups and wildlife and fish and game who are kind of on the fence. We use off road vehicles and we're affected by the people who use the off road vehicles. Now, frankly, I don't think we're going to be successful unless we get the full cooperation of the people who use the off the road vehicles and I've been here before to attend the advisory group meeting as an observer for my Organization and there is one gentleman here that I think has handled himself quite well and represents his group of people very intelligently, and that's Ron Sloan, and I would like to nominate him for the vice-chairman.

Howard Harris: Ron Sloan has been nominated for vice-chairman. Are there further nominations? We will assume nominations are closed and motion will be in order to elect.

(Ron Sloan's nomination seconded by Tom Bates. Motion to elect was made and seconded).

Howard Harris: Ron Sloan is the vice-chairman. I think that is a very good choice.

Now, lets get on with the business at hand. Russ, would you continue on with the topic.

J. R. Penny: I would like first to mention briefly some of the main points of a suggested council organization statement enclosed in your packet.

1. The council is to be made up of fifteen (15) members representing the broad user groups of the public lands.
2. This council is established on the basis of need and as a result of the resolution from the BLM California State Advisory Board on March 7, 1969.
3. The purpose of the council is to advise the BLM concerning procedures dealing with the use by various types of off-road vehicles on public lands administered by the Bureau.
4. The Council is to elect a Co-chairman and a vice-chairman. This you have now done. The State Director, Bureau of Land Management, California, serves on the council in the capacity of ex-officio co-chairman.

OUTLINING AND DEVELOPING BASIC PROBLEM SOLVING METHODS

by

J. R. PENNY
State Director

Now, back to the topic we started discussion on this morning - problem solving. Here are some thoughts on how the council might provide the most assistance in recommending procedures thru this planning system. Jesse Lowe has described the planning process Bureau Managers go through to reach land use decisions. Del Vail, our Folsom District Manager has begun to use these planning techniques in preparing the Panoche area plan. As you can see, preparing a land management plan, including off-road vehicle use, can be quite difficult and complex. Considerable information is needed before the various uses may be properly considered and the management plan developed. It might be well to have Del continue reporting on the progress in the Panoche Area at subsequent meetings.

In trying to figure out how we might approach this we have listed the four basic components of planning. This fits most planning systems:

Flip Chart #1

(1) Inventory

(2) Plan Development

(3) Implementation

(4) Evaluation

In considering the procedures to be worked up, we think first of inventory. This has been mentioned as a first need by many. Secondly, we have to prepare the plans that we're talking about, which is what Del and Jesse just got through talking about - developing the plan. Third, we have to implement or put the plan into effect; carry it out. Fourth, we have to evaluate it. Is it working well, what are the results? What adjustments do we have to make, and this sort of thing. As we talk about the four basic management components we will continually be asking ourselves:

Flip Chart #2

What is needed or should be done?

Who should do it, or can do it?

How should it be done?

When and where will occasionally be considerations?

In developing the plan we will be considering these factors and the various alternatives:

Management	Criteria, priorities
Cooperation	Thru public review, participation, cooperative agreements
Education	Thru news media, films, schools, codes of ethics
Coordination	With federal, state, private landowners and others
Financing	By BLM, organized groups, others
Implementation	By BLM, organized groups, others
Enforcement	Federal, state, local methods
Legislation & Regulations	Federal, state, local ordinances

We suggest that these factors are very basic to our problem solving approach.

Inventory: In taking first things first, I would hope for your advice at this next meeting on the inventory phase - what should be inventoried, who should do it, and how can or should an inventory be carried out. We do not have the information on off-road vehicle use needed to properly consider it in relation to other uses. We see the need for inventory of the users and the resource on:

Present Use

Future Use

Effect of this Use

Our problem is to determine what should be obtained and how best to obtain it. We have developed a form including some of our thoughts which may be helpful to you in the discussion at the next meeting. What we need is to develop the procedure through which the essential information can be gathered.

Management Considerations, or Criteria in Developing the Plan: We would also like at the next meeting your thoughts on the criteria to be used in developing off-road vehicle use plans. This represents the next step in analyzing the inventory data and arriving at a proper mix of uses on the land. The Council can especially help by indicating the kind of criteria, and considerations each group believes should be applied in providing off-road vehicle use on public lands. For example: Season of use, types of areas, use restrictions to minimize conflict, etc. In this way we can set up procedures for working up ground rules to identify vehicle use areas with little or no restrictions, with maximum restrictions, for special uses or of closure.

We have heard the resource problems such as vegetation, slope and soil mentioned. We have talked about conflicts of uses and this sort of thing. In developing his statement and setting considerations for allowing off-road vehicle use in his area of use, I think Ray is going to be concerned in what is going to happen to his lambs, somebody else is interested about birds, and somebody else is interested in the pounds their beef are going to put on. The people that are involved with their families and want to go riding are interested in the use of the public lands for recreation. We do have to set up criteria and I think this may be one of the biggest contributions the council can make.

Most of the major factors such as cooperation, and education will have to be considered at each stage of the planning process, and I'd like to touch on these briefly at this point. Cooperation has been mentioned many times. We aren't going to do the job that we should unless we have cooperation. Again, you people are going to have to counsel us on the procedures for obtaining cooperation. We've talked about education as being a major factor in bringing about cooperation and proper use. There are many ways of providing education. How are we going to best reach the news media, the schools, and all the people. The need has been mentioned several times in this meeting.

Some of you have talked about films and brochures and getting good distribution. There seems to be many ways we can go in this. When we talk about education and we talk about developing these methods we face the problem of how do we finance our efforts. How much can the BLM do in this regard; how far can we go in the financial area. I think we have to recognize our limitations and consider the fiscal problems involved.

Coordination and cooperation with others is a prime necessity. For example, the private landowner is a most important element in the overall situation. This has come up many times in our discussions. How are we going to work with the land owner? How do we really involve him so that he can cooperate. Bob Springer was telling about the checkerboard area in Bakersfield where there was a conflict in livestock and cycle use by reason of the private land. I believe you were in on this, Ron. To start with, the answer was just downright "no" from the land owner but later on the parties got together and the event was held.

Later in our sessions we will want to discuss the implementation phase in detail. There are many ways that you can help us on that. Implementation, I think, again, is when you begin actual management. Perhaps some of the local people will want to get right down to really helping carry out the plans we're talking about. And here a matter of particular importance to us is that of enforcement. The problem of lack of enforcement of the regulations is a particular tough one and we certainly will need your counsel and help on this one. We were very pleased that Dan Kelsay could assist us on this because of his wide experience and wisdom in this field. This is an extremely important area for whatever we do, if we can't enforce it, it isn't of much value. So, we have to use some real good judgment here. I think you people, again, are the ones who are going to have to help us in developing these procedures, so that we do have something that is reasonable.

In summation then, we think that the first things come first, such as the inventory. In speaking of inventory, it isn't just the matter of developing some forms and such but it is how to get the groups to participate. We just don't have enough people to go out and make the kind of an inventory that we should on our own. On the other hand, the off-road vehicle people could help develop this information pretty quickly and accurately in terms of where are races held and other related information. Ron Sloan and the American Motorcycle Association very probably have a pretty fair knowledge of this right now. They know where they go, and they know how many, and they know when. And in the case of individual users, Mac and people like him could help us out in this. Therefore, the first important step is the inventory, because that's the first place we start in developing the management plan.

Again, the development of criteria for evaluating off-road vehicle use in relation to the resources and other uses is most important. I know that the livestock people are going to have some criteria that they are going to feel strongly about as to where off-road vehicles should be allowed. I know the motorcycle people are going to have some. I think that the recreation people certainly are going to have recommendations on criteria in terms of cycle use in developed sites and so on. The Sierra Club have policies that I think they will want to see recognized in terms of developing criteria. Then, I think, after that, it's our job to bring these all together and develop the procedures with them.

The final decision and responsibility for developing the procedures will have to be the Bureau of Land Management, but we need and want your counsel.

DISCUSSION OF COUNCIL OPERATION AND FURTHER ACTIVITIES

Alfred Kramm: I would like to know when we are speaking of inventory, are we talking about inventory of what we think we want or inventory of actual locations of use?

J. R. Penny: May I say we would think of it as an inventory of the present use plus an inventory of what you might need in the future.

Alfred Kramm: By actual location?

J. R. Penny: Right. In other words, we are talking about existing use and we are talking about future needs.

Alfred Kramm: That is a very big job.

Ron Sloan: You are talking about the procedure now?

J. R. Penny: Right, we are not asking you to go out and inventory. We are asking you to tell us how should we go about making it.

Ron Sloan: My question is directed to you, Mr. Chairman. Possibly Russ made some very good points as to our proposed plans for the future meetings. It puts us all pretty much on a basic plane. I would like to say, if it is possible this afternoon, that we have somewhat of an open meeting, let's say, of the council itself of some of the input that we feel the council could do for the coming meeting - the rules and regulations, planning phase, some of the things that we feel possibly should be put in and looked at and worked on. In other words, just let the council put forth their suggestions.

Beula Edmiston: I certainly concur with Ron's thoughts that we should be tossing things into the pot. I want to ask about the inventory. Would it not be acceptable and helpful if we also bring back as much physical inventory as we can - this is occuring in my district, this is what my club likes, this is what my group feels is important. Could we not be assisting in bringing in as much actual inventory material as possible.

Howard Harris: I would think so. Do you have a comment Russ?

J. R. Penny: Well, I'm a little concerned about this, Beula, because physical inventory is not the responsibility of this council, however, eventually we will want this information.

E. B. Holden: Russ, are you assuming that the District Managers will be active in this? That there may be some district activity as well as statewide activity?

J. R. Penny: You mean, in the actual inventorying or in the procedure?

E. B. Holden: Both of these.

J. R. Penny: The District people are certainly going to come in with their ideas on what the procedures should be. We are going to ask for that too. The district people are my council as well as are you. So out of this whole thing will come a procedure.

Howard Harris: How do we keep tract of an inventory right now in the different districts? Is there a similarity to one district and another?

J. R. Penny: I think Jesse pointed out that our inventories today are mostly in terms of the discipline you work in. We have a minerals inventory, as such. We have a forest inventory, as such. We have a range inventory, as such. We don't have an off-road vehicle inventory at all. So how we get it, and how do we update it are part of the procedures we are going to have to develop.

Howard Harris: In other words, present inventories are by resources.

Alfred Kramm: Is this on cards or maps with overlays?

J. R. Penny: Well, it varies. A range survey for instance will have a base map, showing ownership on it and, of course, it is by legal subdivision.

Howard Harris: Now you are just talking about inventory of use, is that right? What about inventory of problems? Actually, it would seem to me that we would have to look at more than just the inventory of use. After all, this has to be related to the problem and the conflicts that we are going to solve, doesn't it?

Howard Harris: I would suggest that we present inventory and criteria for the next meeting. I would assume that everybody should be presenting any ideas that they have, for example, I would assume that the matter of legislation, might be one thing; seems to me that the quicker we begin to get the thing into words the sooner we can look at it, the better it is going to be.

We would assume then that between now and the next meeting this is what we would do. Let's have some comments here from some of the other groups. Who wants to make a comment. Is this the way we proceed, between now and the next meeting?

J. R. Penny: When we are talking about the inventories, we still want to keep ourselves to the off-road vehicle problem, recognizing that it stretches way out. What we are facing here is how do we get this job done on developing a management plan for off-road vehicles considering what is available for us to work with. It doesn't include IBM data and it doesn't include ADP information, and it doesn't include dollars. How do we get done what we have to do with what we have? That is a tough assignment.

Howard Harris: We were discussing procedures and where do we go from here. At this time I would like to get the reaction of the council - how do we proceed? We have several ways of doing this. We can take Russ' idea that at our next meeting we will come back giving suggestions on inventory and criteria. Then we would discuss those and hold another meeting and so forth. Another possibility might be that we could actually go home and submit these in writing and then have them mailed back to you and you would have something to sink your teeth into before the meeting. This would be my own suggestion. Are there other suggestions?

Lamar Johnston: I'd like to have somebody explain just exactly what you mean by criteria.

Howard Harris: Criteria would be the standards that you would set to make decisions on off-road vehicle use.

E. B. Holden: Give us an example.

Howard Harris: Criteria, for example, might be whether or not you are going to allow motorcycles in an area. We might look at the geology, the soils, the vegetative growth, the game habitat and other things that might affect off-road vehicle use.

Let's be a little more specific. Lamar, would you enjoy writing a statement on behalf of your position and your organization concerning off-road vehicle use?

Lamar Johnston: I'll get it to you.

E. B. Holden: I would want to consult with people more versed in natural science than I am. I don't want to get too specific at this time because this sort of hardens lines upon what we can consider and can't. We should keep the door open. I think that is the big duty of this gathering to keep the doors open so that we can at least listen without climbing up on some little peak and saying this is it. I don't want to see that happen for some time yet.

Howard Harris: O. K., how do you think we ought to proceed?

E. B. Holden: Well, I think we can supply certain general considerations without getting down to the nitty-gritty of which acre goes where. It we could have a chance to mull over each others thoughts for a few nights - my thinking works better if I don't try to do too much all at once.

Howard Harris: Yes, I think Bill's point is if we saw each other's statements before the next meeting we wouldn't come cold. Your suggestion would be that each representative send in a general statement, Russ's office would make copies and sent it back for our digestion so that at the next meeting we would be prepared to discuss it.

E. B. Holden: Right, that is the general idea.

Ron Sloan: Don't you think we should kick around the inventory phase a little bit?

Howard Harris: How important is this inventory? Do you have a comment on it, Ron?

Ron Sloan: Whether the inventory is by area or by use or whatever phase, I think at this point that it is somewhat negligible, whether it's a million acres or ten million or whatever. I think it is a matter now of what we feel a solution would be based on. I think we have got plenty of facts.

E. B. Holden: You're trying to close faster then.

Ron Sloan: I'm not trying to close. I'm trying to come up with solutions that we can kick around so we can draw from any items that might be of value.

E. B. Holden: In making a system study are we sure we know what we are grappling with? I don't think we know. The thing I like about the inventory is the gathering of the facts.

Howard Harris: What kind of facts are you talking about?

E. B. Holden: The amount of use, the location of use.

Howard Harris: Suppose we come up with 487,000 vehicles on X number of acres. Actually, I think Ron is asking a question - how significant is that compared to, say, what is the problem and, maybe, what do you start doing about it?

Lawrence Cloyd: It might be real significant if that 487,000 vehicles was on a small area, or on a particular area that is vulnerable to damage.

Howard Harris: True, I think we can make a general statement that we are having a concentration of vehicle use throughout the state and we've got these points all over. Now certainly we're not going to solve them the same. My thought was that we would gather the statistical part at the same time we are working on the other. Certainly, we don't want to forget an inventory.

Ron Sloan: A suggestion I could make is that I don't want to isolate the off-road vehicles. What I would like to do is isolate the fragile areas. Petroglyphs, archaeological findings, and what have you, and control those, and leave the remaining areas open which do not conflict with the wilderness section. This is a quick and simplified method of a solution.

Jack Edwards: In a very few words, that would be our contention, too.

Howard Harris: Well, what I meant to ask you Jack was not that, I meant to ask what do you suggest in the way of procedures. Do you suggest that each person here submit something in writing?

Jack Edwards: Yes. I think that we should have each person's point of view.

Dan Kelsay: I'm kind of curious. I've sat here and listened to all of you. I can tell you what your point of view is, now I'm wondering, are we going back over it again?

Howard Harris: I don't think so, it wasn't until today that Ron talked about isolating the things you want to protect instead of isolating the users. Now, to me this is the first time I've heard it. I'd like to see it in writing, too.

J. R. Penny: Well, then I think you're going to have to make a basic assumption of whether you are going to use the Bureau of Land Management Planning System or you are not going to use it.

Ron Sloan: Well, are we satisfied with the Bureau of Land Management's plan? I think that is what Howard's reaching for right now.

Howard Harris: That's right. This is what I wanted your reaction on.

Beula Edmiston: I would like to see a written submission of each of our opinions. What are we inventorying? What are the criteria that we should be grappling with? Inventory the situation and I think you'll have established some new rules.

Howard Harris: Tom, would you be interested in submitting something from your point of view on this subject or do you think we ought to proceed a little slower or differently?

Tom Bates: No, I think we should go along with submitting our point of view on the entire situation as far as inventory is involved.

Ron Sloan: I think we would be remiss in our duties if we just offered a solution that was selfishly involved with our own personal interests. I think that we are going to find that - I'm going to put something in it about the Cattlemen's Association in my recommendation, which we offered locally, to work with the cattlemen in our area. If we run across promiscuous use which gets into the enforcement phase of it, we notify the Cattlemen's Association or someone and they in turn can take the corrective action necessary. Things of this nature would be in my presentation.

H. F. McMurphy: I'm quite in favor of submitting a statement this way, but I think we've got to contact an awful lot of people, now, I represent a good many clubs, not just one. Let's put it this way, I actually belong to three different organizations, I also belong to another one, California Trail Machines, statewide and I'm going to have to get a little background from them, but I believe by getting it from them we can get a complete picture of what we want.

Alfred Kramm: Well, I went through the process of inventorying the rockhound situation. And to be candid with you, this is a long tedious job, and you have to face it, I'm closer with Mac here with the idea that do we really want to make an inventory or do we want to find out how to make an inventory. I think those are two different things. If we're going to find out how to make the inventory, this can be done in rather rapid time, but, it may take a year to develop the inventory after you decide how. It took the rockhounders a year or two for our inventory.

Howard Harris: Just judging the consensus, as I get it, is that the opinion seems to be that we will ask the members of this council to submit statements in writing to your office, Russ, which will include this inventorying, criteria, and anything else we feel that is pertinent, in broad terms so that in the next meeting we can begin discussing them.

J. R. Penny: Can I ask Dan, in connection with enforcement, would you consider your part of this particular phase to come up with a statement as to what is the situation on enforcement and the capabilities for enforcement?

Dan Kelsay: Well, I stated earlier that the statement on rules is reasonable.

J. R. Penny: Anyway, you would have an input into this - as far as enforcement and capabilities of getting the job done.

Dan Kelsay: If the rules are not reasonable, they are not enforceable. You never want to make a rule you can't enforce.

Howard Harris: What about a date for our next meeting? (General discussion on the date of next meeting).

It has been decided that our next meeting will be at 9:00 a.m., August 13, Wednesday, here in this building.

Howard Harris: Okay, Craig, now, do you want to comment on this questionnaire that you have passed out.

Craig Tocher: This is a proposed procedure that we thought might be applicable and we thought that you might take a look at this and see whether you thought the questions in here were pertinent. The data that the Bureau needs has got to be pretty objective. We're trying to keep out questions like "Would you pay to ride on public lands?" We want to know as much about the facts as we can. So, we're trying to ask questions that are pretty easy to answer. The inventory forms deal with three different phases - the historical approach, this would give the government background in analyzing what type of vehicles are using the lands, how many vehicles are using the lands, also the economics - like the investment these people have in these vehicles.

J. R. Penny: This is by individuals?

Craig Tocher: Yes, that's right, by the head of the family. The forms would be given to your groups and they could fill one out in the evening and then bring it to their next meeting.

H. F. McMurphy: Are we going to base this inventory, for example, on the motorcycle, the camper, or whatever?

Craig Tocher: No, this can be filled out by any group or any person that might be using the public lands.

Ron Sloan: Would this include my transportation from my home to the use area?

H. F. McMurphy: Most of the motorcycle people in our group have to transport our vehicle, we have to have living quarters of some type when we get there, this means a housetrailer, a pickup truck, and it means we're ending up with about $6,000 or $7,000 before we start talking. Would this be entered into this?

Craig Tocher: Right.

Lawrence Cloyd: It wouldn't make any difference if you owned a pickup truck what you hauled in it because you might do something else with that pickup truck besides hauling off-road vehicles.

Beula Edmiston: Mr. Chairman, I ask a point of information. Now, are we discussing the impact on the economy or the impact on the land?

Howard Harris: I thought we were discussing both, at this moment.

Beula Edmiston: Well, what do you want in this report? What are we to come prepared for the next meeting? With the accent on the land or the economy?

Howard Harris: I would say that is optional. I would say that wherever you think the emphasis should be placed you should put it there, although, I think that we have to face it from all angles. There is an economic impact in this thing - it's big business, and this is something to consider. I would discuss it from any angle that you want.

Alfred Kramm: This questionnaire is mostly around jeeps and other land vehicles. Now, many people use the land and the water. Should a questionnaire include this, or should it be broader?

Craig Tocher: Our primary objective is off-road vehicles on public lands. If we were to cover all off-road use it would be very complicated and beyond the scope of this advisory council.

H. F. McMurphy: How many of these inventory forms are we supposed to bring back?

Craig Tocher: I would say, if you've got a lot of people you'd like to look at it, maybe you can get it duplicated and have these people evaluate it. All we need is one back from you.

J. R. Penny: All we're talking about, again, are procedures. We are not talking about the actual inventory.

Howard Harris: I think he is asking you to evaluate this form not fill it out.

J. R. Penny: Yes, and also, how would you change it to give us a good inventory?

Howard Harris: Craig, now you are asking us the question today, "Is this the kind of inventory form that we like?"

Craig Tocher: Right.

J. R. Penny: Now, one of the questions, for instance, that comes to my mind, would be how do we get this inventory form to the other users?

H. F. McMurphy: At the motorcycle shops, might be one way.

Howard Harris: Will you fellows keep this in mind in your reports?

Ron Sloan: This particular evaluation, we're coming back with the objectives and what we're going to do in the future.

Howard Harris: Is there anything else to come before this meeting? Does anyone want to make a statement before we go home?

Ron Sloan: I want to touch on a couple of items concerning the new recreation rules and regulations. There is an area here, for instance, that concentrates off-road vehicle use into specific areas and sites. Now, by having a rule and regulation stating items such as that, which may come to pass, you are in effect pre-empting some of your planning. It seems that a planner should keep his mind completely open and study every approach to a problem. We realize that there is a negative aspect to the motorized off the road vehicle sport. There are also some plus factors. At the moment we're working on letters of authorization, under the new rules and regulations. It's fine, I like the concept, it creates statistics, it pinpoints the areas being used, the total users, and so forth, it's part of an inventory. However, within the language of the regulations there is no facility for time. Should the Bureau get a map marked up the day before the event, three months before the event, or two weeks before the event? A club that organizes events spends many, many months tentatively laying out the area and scouting the area. If they are refused for one reason or another there is no appeal period or no appeal procedure, or alternate procedures, so there are areas in here that need a great deal of work. I'd like to see us consider possibly a resolution modifying the rules and regulations or opening up the door for further considerations.

Howard Harris: I think you'll find, Ron, that the pressure to develop this type of regulation was pretty extreme. I don't think they came fast enough to suit a lot of people. Although, I would be inclined to agree with you that whenever you make resolutions you should have public hearings. I think that perhaps the critical part was in drafting regulations by publication, and who reads the federal register?

Ron Sloan: I would probably be the first one to go along with the biggest percentage of the items in them. It's just the attitude of the people I talked to that have this, and they have all got copies of it now, it's just like a railroad job and if you're going to get the users working with you and comfortably so, I think we've got to change this atmosphere.

Howard Harris: And yet, the cattlemen and sheepmen thought it took too long to get them. So there are two schools of thought.

J. R. Penny: May I say that, somewhat in support of your statement, Ron, that regardless of how it was done, it's imperfect because all regulations can be improved upon and we think this is good. And we recognize these things and I think it is a proper function of the people here to counsel the Bureau on how the regulations might be improved upon.

Ron Sloan: We're saying the same thing, Russ, the point is if you're selling a program, I don't care if you're selling a piece of land, or a house, or what, you put your best foot forward to the majority of the people. The rules and regulations, just because of the date alone, not the material that is in here, leaves a sour taste in the people's mouths. My only point is, here we have an opportunity at this time to form a solid base to take off from.

Beula Edmiston: Mr. Chairman, there is another point of view. There are many people who look at these regulations and say "Gosh, they are lenient". This shall be a "legitimate use of the land under certain conditions", so if we withdraw these, Ron, you would have not only your people thinking of a different climate, you would also have the other climate to contend with - let's tighten the rules and regulations up a bit.

J. R. Penny: I would like to comment on Ron's statement that when he was referring to certain things being left out and not being complete and that sort of thing, referring to the regulations, the regulations, of course, are intended to be broad, and it's intended that other rules be developed to supplement them and those are the procedures that we've been talking about. That's the function of this council, to advise on how to implement those rules and regulations.

Howard Harris: Are there any other statements before we close? If nothing else, then, the meeting is adjourned. We will see you August 13th.

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